

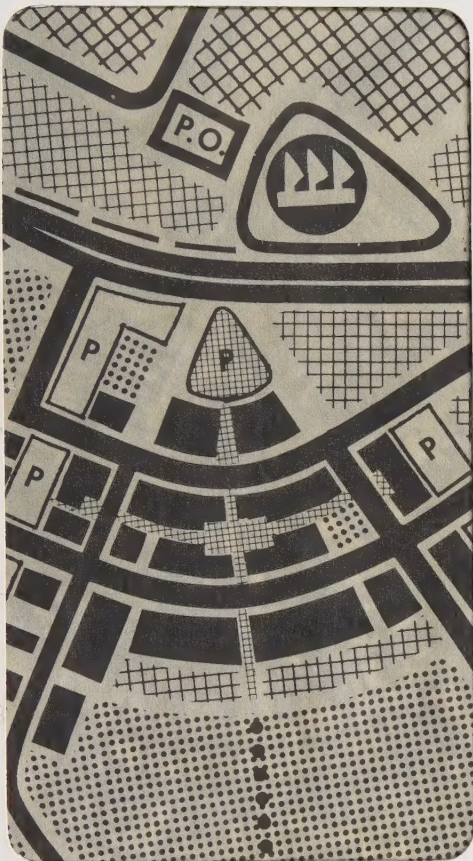
86 01168

COPIES OF THIS BOOK  
BE RETURNED TO  
LIBRARY

C·H·N·M·B  
ASSOCIATES

Carter Hull Nishita McCulley

2789 - 25th St.  
San Francisco  
California 94110  
(415) 821-3567



INSTITUTE OF GOVERNMENTAL  
STUDIES

JAN 15 1986

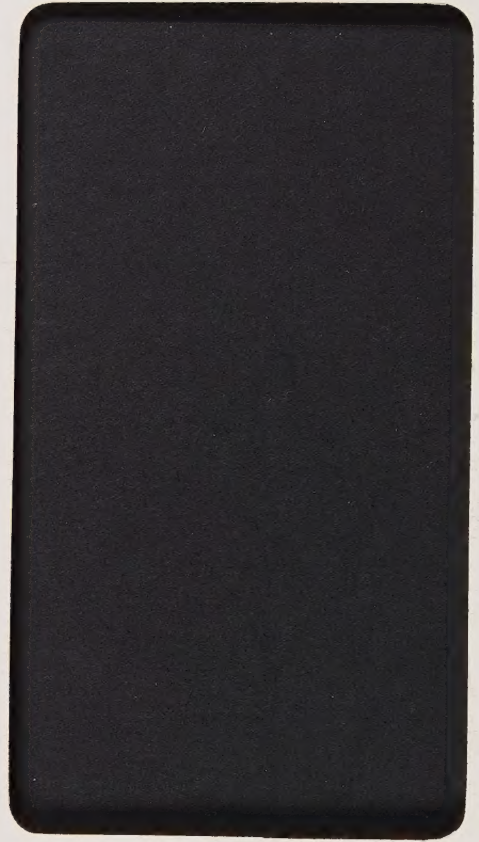
UNIVERSITY OF CALIFORNIA

BRISBANE

California

THE GENERAL PLAN 1990









BRISBANE

California

THE GENERAL PLAN 1990

WILLIAMS, COOK & MOCINE CITY & REGIONAL PLANNING

307 TWELFTH AVENUE SAN FRANCISCO CALIFORNIA 94118

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE HOUSING AND HOME FINANCE AGENCY UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1957 AS AMENDED.





# BRISBANE California

## THE GENERAL PLAN 1990

WILLIAMS, COOK & MOCINE CITY & REGIONAL PLANNING

307 TWELFTH AVENUE SAN FRANCISCO CALIFORNIA 94118

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE HOUSING AND HOME FINANCE AGENCY UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1957 AS AMENDED.





INSTITUTE OF GOVERNMENTAL  
STUDIES LIBRARY

JAN 15 1986

UNIVERSITY OF CALIFORNIA



## TABLE OF CONTENTS

|  | <u>Page</u> |
|--|-------------|
| Letter of Transmittal                              | ii          |
| PURPOSE OF THE GENERAL PLAN                        | iii         |
| MAJOR PROPOSALS OF THE GENERAL PLAN                | iv          |
| <u>SECTION I - BACKGROUND FOR THE GENERAL PLAN</u> |             |
| BRISBANE'S HISTORY                                 | 1           |
| BRISBANE-BAY AREA RELATIONSHIPS                    | 1           |
| PHYSICAL CHARACTERISTICS                           | 1           |
| The Planning Area                                  | 1           |
| Natural Features                                   | 3           |
| Ground Slope                                       | 3           |
| Climate  | 5           |
| LAND USE   | 5           |
| Extent of Present Development                      | 5           |
| Present Land Uses                                  | 5           |
| TRAFFIC AND CIRCULATION                            | 7           |
| PEOPLE OF BRISBANE                                 | 7           |
| Population per Household and Age Composition       | 7           |
| Employment of Brisbane Residents                   | 8           |
| HOUSING IN BRISBANE                                | 8           |
| Housing Supply and Conditions                      | 8           |
| Types and Age of Residential Structures            | 8           |
| Housing Since 1960                                 | 8           |
| COMMERCE IN BRISBANE                               | 8           |
| PUBLIC FACILITIES                                  | 9           |
| City Offices                                       | 9           |
| Schools  | 9           |
| Parks, Recreation and Open Space                   | 9           |
| MUNICIPAL FISCAL CHARACTERISTICS                   | 10          |
| <u>SECTION II - GROWTH PROSPECTS</u>               |             |
| FUTURE POPULATION                                  | 13          |
| FUTURE POPULATION DISTRIBUTION                     | 14          |



|  | <u>Page</u> |
|--|-------------|
| FUTURE AGE DISTRIBUTION                                      | 15          |
| FUTURE EMPLOYMENT  | 16          |
| <u>SECTION III - THE GENERAL PLAN</u>                        |             |
| GOALS AND POLICIES OF THE GENERAL PLAN                       | 19          |
| RESIDENTIAL DEVELOPMENT                                      | 20          |
| Principles for Residential Development in Brisbane           | 20          |
| Density Categories   | 21          |
| Residential Areas of the General Plan                        | 22          |
| New Residential Concepts                                     | 23          |
| COMMERCIAL DEVELOPMENT                                       | 24          |
| Principles for Commercial Development                        | 24          |
| Commercial Categories of the General Plan                    | 24          |
| INDUSTRIAL DEVELOPMENT                                       | 25          |
| Industrial Prospects   | 25          |
| Objectives and Principles for Industrial Development         | 26          |
| Industrial Areas of the Plan                                 | 27          |
| Recommendations on Improvement of Access and Appearance      | 27          |
| CIRCULATION  | 28          |
| Principles to Use in the Development of a Circulation System | 28          |
| Definitions of Trafficways                                   | 29          |
| Freeways   | 30          |
| Expressways  | 32          |
| Major and Secondary Streets                                  | 33          |
| Collector Streets  | 34          |
| Existing Residential Streets                                 | 34          |
| Rapid Transit  | 35          |
| Other Public Transit   | 35          |
| Railroad   | 35          |
| Street Development Standards                                 | 35          |
| PUBLIC FACILITIES  | 38          |
| Principles to Use in Public Facilities Development           | 39          |
| Schools  | 40          |
| Determining School Needs                                     | 40          |
| Parks and Recreation   | 41          |
| Civic Center   | 42          |
| Corporation Yard   | 43          |



SECTION IV - CARRYING OUT THE GENERAL PLAN

|   |    |
|---|----|
| ZONING  | 49 |
| Zoning Principles   | 50 |
| Zoning Districts  | 51 |
| Other Provisions  | 52 |
| The Zoning Map  | 54 |
| PLANNED COMMUNITY DEVELOPMENT   | 54 |
| SUBDIVISION CONTROL   | 55 |
| Subdivision Design Standards  | 55 |
| Subdivision Conference  | 56 |
| CAPITAL IMPROVEMENT PROGRAM   | 56 |
| Purpose of Capital Improvement Program  | 56 |
| Method of Preparing Program   | 57 |
| Projects Recommended for Capital Improvement Consideration<br>in the General Plan | 59 |
| REFERRAL  | 60 |
| URBAN RENEWAL   | 60 |
| ANNEXATION PROGRAM  | 60 |
| FUTURE PLANNING PROGRAM   | 61 |
| OTHER RECOMMENDATIONS   | 61 |

APPENDICES

|   |    |
|---|----|
| APPENDIX A--BRISBANE CITIZENS' COMMITTEE FOR THE GENERAL PLAN<br>SUMMARY STATEMENTS ON GOALS AND POLICIES AFFECTING<br>CITY DEVELOPMENT | 65 |
| Introduction  | 65 |
| Sub-Committee on Residential Areas  | 65 |
| Sub-Committee on Parks, Recreation and Schools  | 66 |
| Sub-Committee on General Character  | 67 |
| Sub-Committee on the Commercial Area  | 68 |
| Sub-Committee on Community Facilities   | 69 |
| Sub-Committee on the Industrial Area  | 70 |
| Sub-Committee on Ways and Means   | 70 |
| Sub-Committee on Transportation   | 72 |







OFFICIALS

CITY OF BRISBANE

CITY COUNCIL

Jess C. Salmon, Mayor

John E. Turner, Mayor Pro Tempore

James E. Williams, Former Mayor

Ernest D. Conway

Edward A. Schwenderlauf

CITY PLANNING COMMISSION

Frederick Schmidt, Chairman

Dale Wolfe, Vice-Chairman

Julius Stern

Howard Reents

Doris LaVeglia

CITY MANAGER

Lanier S. Brady



WILLIAMS, COOK & MOCINE CITY & REGIONAL PLANNING  
307 TWELFTH AVENUE SAN FRANCISCO CALIFORNIA 94118 TELEPHONE 415 752-4416

March 12, 1965

Brisbane Planning Commission  
City Hall  
Brisbane, California

Gentlemen:

Pursuant to our contract with the State of California, we are pleased to submit the General Plan for Brisbane. It is the third document of the three-document General Plan study consisting of the: 1) Basic Research Report-Land Use, Population and Economy; 2) Engineering Reconnaissance, Brisbane General Plan Area; and 3) The Brisbane General Plan.

The General Plan will signal a new phase in the life of the community by providing guidance to the City in its physical development.

The General Plan must now be adopted by the Brisbane Planning Commission and City Council. Adoption of the General Plan is not the end of Brisbane's Planning program. The establishment of new zoning and subdivision regulations and the completion of important capital improvement projects are other steps necessary to carry out the policies of the General Plan.

We have had the assistance of many citizens of Brisbane in the preparation of the General Plan. We wish to acknowledge the valuable guidance given us by the Brisbane Citizens' Advisory Committee. We also wish to thank the Planning Commission, the City Council, the City Manager and all other individuals who assisted us in the preparation and review of this General Plan.

Sincerely,

  
Sydney H. Williams

  
Robert W. Cook

  
Corwin R. Mocine



## PURPOSE OF THE GENERAL PLAN

The General Plan contains recommendations for the future physical development of Brisbane. Its purpose is to establish an orderly pattern for private land use and public development. The Plan is based on a careful study of the community as it exists today, together with a projection of the City's aims and goals.

When adopted, the General Plan's policies for future land use, population densities, circulation and public facilities will guide future zoning and subdivision regulations, rebuilding of older areas, and public capital improvements. It is intended to provide the basis for private development decisions and the cooperation between public and private agencies. The Plan looks ahead about 30 years. This period of time will allow accomplishment of most of the major proposals in the Plan. Some proposals may not be fully achieved within the planning period but the necessary groundwork will be laid for future accomplishment.

As new conditions arise and technology changes, the Plan will need to be examined and re-evaluated to keep it current. Thus it will continue to reflect the aims of the citizens and provide a realistic guide for development. The Plan should be thoroughly revised at intervals of about five years, and extended to cover a new planning period of twenty-five to thirty years.

The General Plan Program for Brisbane is made up of three reports:  
1) Basic Research Report-Land Use, Population and Economy; 2) Engineering Reconnaissance, Brisbane General Plan Area; and 3) The Brisbane General Plan.

The Basic Research Report is a comprehensive analysis of the characteristics that make the community what it is today. It is also the basis for a more complete understanding of the General Plan. The Basic Research Report is available for review at the Brisbane Public Library.

The Engineering Reconnaissance Report sets forth those engineering aspects which will affect the future land use in the area.

This document consists of the following five sections:

- . Section I - Background for the General Plan
- . Section II - Growth Prospects
- . Section III - The General Plan
- . Section IV - Carrying out the General Plan
- . Section V - Appendices
  - Appendix A - Brisbane Citizens' Committee for the General Plan  
Summary Statements and Goals and Policies Affecting City Development
  - Appendix B - Downtown and Civic Center Sketch Plan
  - Appendix C - The Waterfront Study
  - Appendix D - Engineering Reconnaissance Study--Summary and Recommendations
  - Appendix E - Special Studies
  - Appendix F - Tables



## MAJOR PROPOSALS OF THE GENERAL PLAN

While each detail of community development is important, certain key proposals are particularly influential in determining the character of the future community. A knowledge of these key proposals will enable the citizens to better understand the development potentials of Brisbane and the ways in which they are dealt with in the Plan. These key proposals in the General Plan are as follows.

### PLAN AND PROVIDE FOR AN EXPANDED CITY

By 1990, more than half the population anticipated to be living within the Brisbane Planning Area will reside in new neighborhoods outside of the present City. These new areas should be included within an expanded City to insure a high level of urban services and effective coordination of development activities throughout the community.

### INDUSTRIAL GROWTH

Improvement and diversification of the industrial base is one of the principal objectives of the General Plan. To this end, approximately 732 acres of land are set aside for the immediate and future use of industry. The General Plan emphasizes the need for high standards of development and zoning regulations of the performance standard type.

### IMPROVEMENT AND EXPANSION OF THE DOWNTOWN

Downtown Brisbane should be expanded in size and importance to accommodate the City's projected growth and maintain the downtown area's role as the heart of the City. In order to achieve this objective, the City should plan for a moderate expansion of the commercial area, improve traffic circulation, expand off-street parking, provide pedestrian walkways and plazas and develop a Civic Center. More detailed plans for the downtown area and the proposed Civic Center are included in the Appendix of this report entitled Downtown and Civic Center Sketch Plan.

### REGIONAL AND INTERNAL CIRCULATION

In order to better serve the people, commerce and industry of Brisbane and the Bay Area, the General Plan proposes an improved and expanded local and regional circulation system. Among the more important features shown on the General Plan are the following:

- . A regional freeway network, including Bayshore and Bayfront Freeways and the Southern Bay Crossing with a western terminus in Brisbane.
- . Rapid transit service in Brisbane provided by major new lines and stops.
- . Improvement and extension of existing major and secondary streets and the development of entirely new routes to serve new areas.

### PARK, RECREATION AND TOURIST DEVELOPMENT

Brisbane's waterfront and hillsides are largely undeveloped, although situated within one of the most intensively developed urban areas in the country. It is imperative that ample portions of these undeveloped natural resources be set aside for private and public recreational needs as shown on the General Plan.

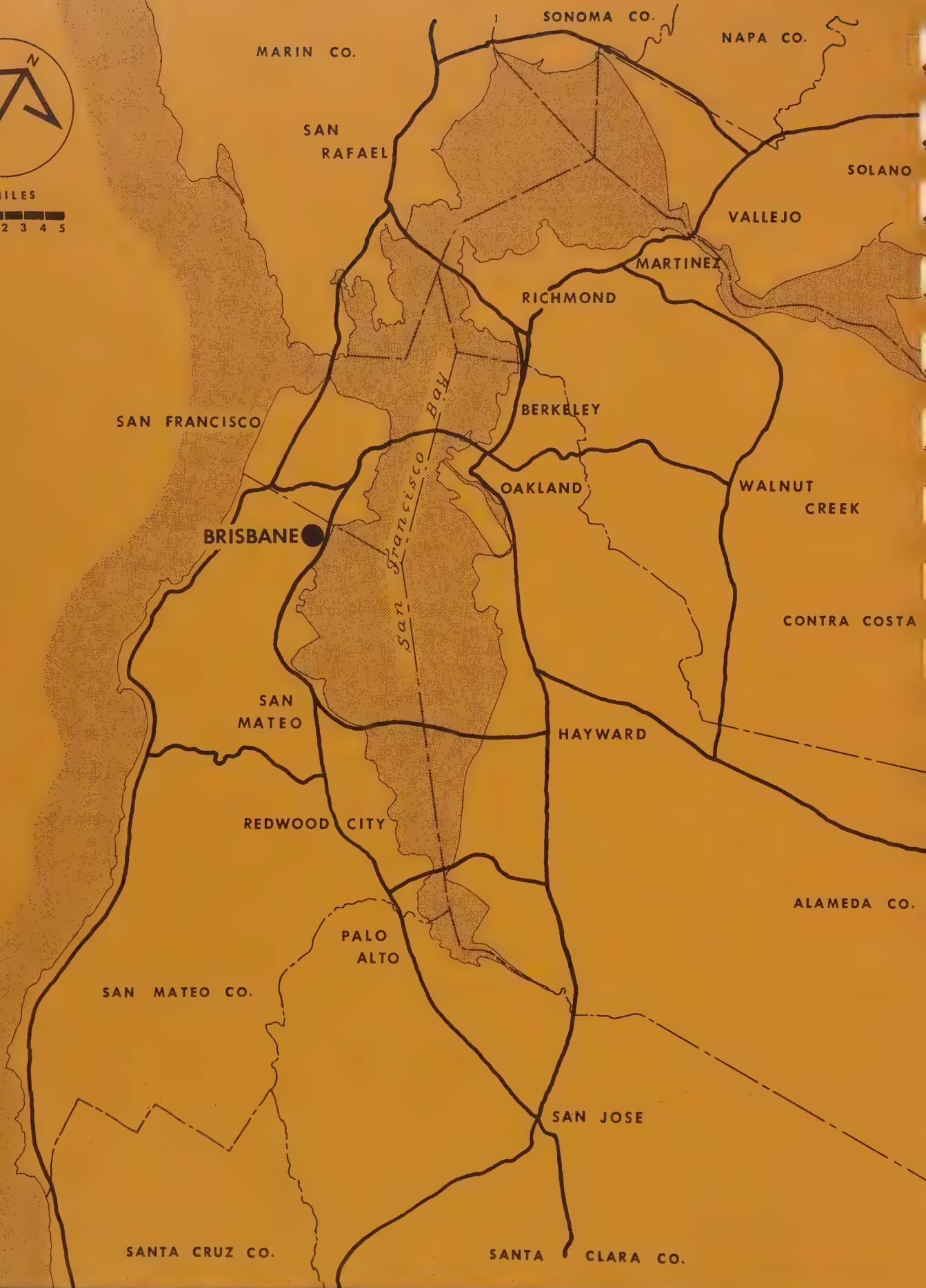




MILES

0 1 2 3 4 5

*Pacific Ocean*



## BRISBANE REGIONAL SETTING



## SECTION I

### BACKGROUND FOR THE GENERAL PLAN

The major facts and findings of the Basic Research Report: Land Use, Population and Economy are presented in this section to assist in understanding today's community as the basis for the future General Plan.

#### BRISBANE'S HISTORY

"Visitation City," now Brisbane, was originated in 1908 to serve the victims of the San Francisco fire and earthquake. This project collapsed and the area lay idle until 1929 when Arthur Annis set up a tract office. Wage earners made up the bulk of the developer's customers, and by 1934 the slope of San Bruno Mountain was dotted with several hundred small homes. Shortly thereafter, Brisbane fell victim to the depression resulting in many hillside shacks and other substandard structures. Until recently, Brisbane was relatively little affected by the rapid growth experienced in most nearby communities since the end of World War II. The period of more rapid growth beginning about 1960 is continuing today. On November 27, 1961 Brisbane was incorporated. This General Plan program was begun in December, 1963 and finished in early 1965.

#### BRISBANE-BAY AREA RELATIONSHIPS

Brisbane is flanked by the City and County of San Francisco on the north, by Daly City on the northwest, and by South San Francisco on the south. The San Bruno Mountains are on the west and San Francisco Bay on the east.

Socially and economically, Brisbane is an integral part of the San Francisco metropolitan area. Unlike most San Mateo County communities, Brisbane has distinct boundaries, being physically set apart by the undeveloped San Bruno Mountains and San Francisco Bay.

Brisbane is an important gateway between San Francisco and the urbanized areas of San Mateo and Santa Clara Counties. The regional highway and rail links passing through the City make Brisbane one of the most accessible cities in the Bay Area.

#### PHYSICAL CHARACTERISTICS

##### The Planning Area

The present City contains about 1,400 acres of land area and 8,350 acres of water area. Its future, however, is linked to a much larger area than the present city limits, including the adjacent unincorporated areas to the west. The Planning Area boundary shown on the





Although surrounded by intensive urban development, Brisbane is set apart by the open hillsides of San Bruno Mountain and the water of San Francisco Bay.



maps in this report provides a logical expansion area and would substantially enlarge the land area of Brisbane. The boundary follows generally the ridge top of the San Bruno Mountain, and includes the plateau west of Guadalupe Valley. This area is appropriate for the provision by Brisbane of storm drainage and sewer facilities and for an efficient highway and street system.

The Planning Area is divided into five planning neighborhoods: Central Brisbane; South Hillside, Guadalupe; Franciscan Heights; and Hilltop.

### Natural Features

Behind Brisbane, San Bruno Mountain rises to a peak of 1,300 feet at the transmitting tower. The steep mountain slopes (50 per cent of the entire Planning Area is over 30 per cent in slope) are broken by tree and brush-filled canyons and arroyos. These canyons spill additional rainwater onto Brisbane's streets during storms.

Guadalupe Valley and Visitacion Valley are relatively flat, sloping eastward into San Francisco Bay. Tidelands, reclaimed mainly by the fill and cover refuse operation, provide the remainder of the flat land in Brisbane.

Brisbane's unreclaimed tidelands vary from two to twelve feet in water depth at mean lower low water. These tidelands are generally underlain by 60 to 80 feet of "soft bay mud." Current costs of dry earth filling make reclamation for most types of private development uneconomical at this time unless extensive areas can be filled at one time. Factors affecting reclamation are presented in the appendix to this report.

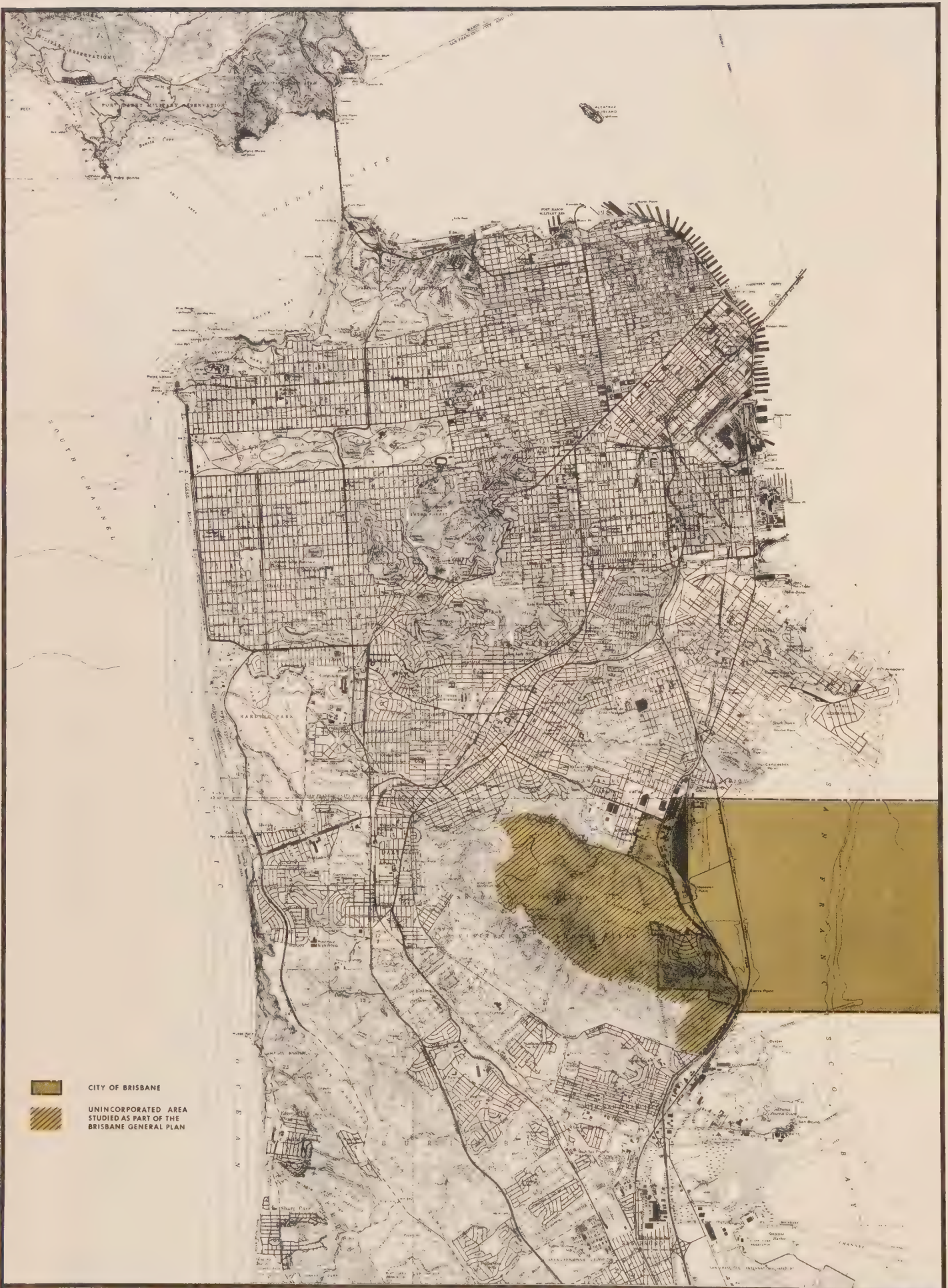
### Ground Slope

The steep hills behind Brisbane pose special problems to development. Developing of such steep land may require narrow, winding, steep roads, and heavy grading and still result in difficult building sites. The upper areas of Central Brisbane reveal problems resulting from developing steep slopes. The following table shows that problems will result from steep slopes in the Brisbane Planning Area.

#### Slope Analysis--Brisbane Planning Area

| <u>Per Cent of Slope</u> | <u>Acres of Land<br/>Area in Planning Area</u> | <u>Per Cent</u>      |
|--------------------------|--|----------------------|
| 0-15                     | 1,360  | 41.5                 |
| 15-30                    | 215  | 6.6                  |
| 30-50                    | 850  | 25.9                 |
| Over 50                  | <u>855</u>                                     | <u>26.0</u>          |
| TOTAL ACRES<br>(1965)    | 3,280  | TOTAL PER CENT 100.0 |





-  CITY OF BRISBANE
-  UNINCORPORATED AREA STUDIED AS PART OF THE BRISBANE GENERAL PLAN

BRISBANE  
CALIFORNIA

# VICINITY MAP

MARCH 1965

PREPARED FOR THE BRISBANE  
PLANNING COMMISSION BY:  
WILLIAMS, ECKEL & MOLLINS  
CITY & REGIONAL PLANNING

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN  
PLANNING GRANT FROM THE HOUSING AND HOME FINANCE AGENCY UNDER  
THE PROVISIONS OF SECTION 101 OF THE HOUSING ACT OF 1954 AS AMENDED





Since the San Bruno Mountains become steeper as the ridge is reached, dangerous cuts and fills as in Daly City's recontoured Southern Hills area should be avoided. Wherever possible, the steepest slopes should be ungraded and alternative methods of development explored. Three methods of steep hillside development are discussed in the appendix to this report.

### Climate

Although Brisbane's climate is essentially similar to other parts of the Bay Area, the ring of hills west of Brisbane tend to arrest the fog which blankets surrounding areas. Brisbane's summertime temperatures are usually several degrees warmer than downtown San Francisco because of this protection. Brisk winds from the west spill over the hills and funnel through Guadalupe and Visitacion Valley and sweep out over the flat areas of Brisbane. They occur mostly in the spring and early summertime.

### LAND USE

#### Extent of Present Development

In 1964, the City of Brisbane conducted a land use survey as part of the General Plan program. All the area within the City was mapped and tabulated in detail. The total area of the City, including substantial tidelands and water, is about 9,750 acres or 15.2 square miles.

| <u>Areas of the City</u>     |              |                 |
|------------------------------|--------------|-----------------|
|                              | <u>Acres</u> | <u>Per Cent</u> |
| Developed Area (Gross Acres) | 650          | 6.7             |
| Vacant                       | 750          | 7.7             |
| Lagoon                       | 100          | 1.2             |
| Tidelands and Bay Water Area | 8,250        | 84.4            |
|                              | <hr/>        | <hr/>           |
| TOTAL CITY AREA              | 9,750        | 100.0           |

Of the 1,400 acres of land area within the present City, about one-half is vacant. Steep topography has retarded development of the upper hillsides while the open level areas not already developed are still relatively unstable from fill and cover refuse operations.

#### Present Land Uses

Brisbane's land uses range from residential to industrial. The largest single user of land are the railroad switching and holding yards, occupying 177 acres. Residential uses occupy 115 acres, solely within the old



MAR 1965



Brisbane community. The Bayshore Freeway through Brisbane occupies a significant 103 acres. A tabulation in the appendix to this report shows detailed land uses and acreages in the City.

### TRAFFIC AND CIRCULATION

Major traffic problems and needs are as follows:

- . Traffic on Bayshore Freeway exceeds its capacity and relief is needed.
- . Bayshore Freeway will be widened from six to eight lanes and Junipero Serra Freeway will be constructed in a few years to provide relief for Bayshore Freeway.
- . An additional freeway is projected between San Francisco and San Jose in the future. This projected freeway, known as "Bayfront," would be east of the Bayshore Freeway.
- . Bayshore Boulevard is not congested at present but if the new western terminus of the Southern Bay Crossing is built in Brisbane, the route will experience increased traffic and six lanes will be necessary.
- . Geneva Avenue is congested during peak hours and during events at the Cow Palace. A bypass connection between the Cow Palace and Bayshore Boulevard is needed to handle traffic during Cow Palace events.
- . The street system in Central Brisbane needs considerable improvement as proposed in the General Plan section of this report.
- . A rapid transit line has been proposed between downtown San Francisco and San Francisco International Airport. This would be located along the Bay and should provide stops in Brisbane.

### PEOPLE OF BRISBANE

The population count increased 6.6 per cent (1960--2,881 to 1964--3,071\*) during the past four years, approximately 45 per cent greater than the growth rate during the 1950's.

#### Population Per Household and Age Composition

Brisbane had a smaller family size (2.9 per household in 1960) than its neighbors, Daly City and South San Francisco, which have 3.3 and 3.5 respectively. Brisbane's families are becoming smaller--apparently because older people and couples with few or no children have moved into the community while larger families moved out. There has been

---

\* Official population of Brisbane is 4,476 (three times the number of registered voters at incorporation).



a decrease in the number of children. There are only 38 elementary school children (K-8) per hundred families in Brisbane whereas in Daly City, there are 50 elementary school children per 100 families. Elementary school children in the City of Brisbane decreased from 540 to 500 in 1960-1963.

### Employment of Brisbane Residents

In the past, Brisbane was predominantly a wage-earners' community but the character of the working population appears to be changing with new professional people moving in and some wage-workers moving out. Proportionately, Brisbane still has fewer white-collar workers than its neighboring communities. More than half of Brisbane's employed residents work in San Francisco, compared to more than three-quarters of Daly City's employed residents--probably because of a higher proportion of white-collar workers.

## HOUSING IN BRISBANE

### Housing Supply and Condition

Although the population increased by 9.6 per cent from 1950 to 1960, the net housing supply increased by 17.5 per cent in the same period. One-quarter of Brisbane's dwelling units in 1960 were substandard. This is much higher than in neighboring communities. A locally instituted improvement program is now progressively improving this situation.

### Types and Age of Residential Structures

Proportionately, Brisbane has fewer single-family residences than South San Francisco, but more than Daly City. There are many dwellings designed for single-family occupancy being used as two-family residences. More than half of Brisbane's dwelling units were built before 1940. These were built during the period when building code enforcement was cursory.

### Housing Since 1960

Building permits were issued for 140 new residential units from 1960 to 1964. Almost two-thirds of these were for multi-family residential units.

## COMMERCE IN BRISBANE

In 1963, there were 17 retail outlets in Brisbane. Most of these are convenience goods outlets, and almost all are predominantly located in the downtown area. Per capita retail sales in the convenience goods category are low due to the limited types of retail stores and the lack of such outlets as automobile showrooms and department stores. Over-all per capita retail sales showed a 450 per cent increase between 1963 and 1964 due mainly to the annexation of two large wholesale establishments whose sales to customers outside of Brisbane are assigned to the City



because of bookkeeping procedures. A more detailed analysis of present conditions and future prospects of the downtown area is presented in the appendix.

## PUBLIC FACILITIES

### City Offices

The City office building on Visitacion Avenue is poorly located and inadequate in floor space and parking. The Police Department is hampered by the lack of facilities. A new City Hall to contain City offices and meeting chambers is needed, preferably located within a Civic Center complex. See the appendix.

### Schools

The Brisbane Elementary School District includes all of Brisbane (except for the Southern Pacific property north of Guadalupe Canal), most of the Crocker Estate and the Southern Hills addition in Daly City. There are three schools within the district.

Brisbane is included in the Jefferson High School District together with the Bayshore area, Daly City and Pacifica. At present there is no high school in the Brisbane area although sites for a new high school are under study by the District in the hills west of Brisbane.

### Parks, Recreation and Open Space

When Brisbane's development began thirty-five years ago, three canyons were deeded as park land for the use of Brisbane residents. These areas, as yet undeveloped, constitute the only park areas within the City.

Recreation facilities are provided at a small center adjacent to the Lipman School. Unfortunately the playground is not convenient to the areas where most of the children live. More and better located play areas are needed for young children. An indoor-outdoor recreation area for adults and older persons is also needed.

Brisbane is presently fortunate in being surrounded by undeveloped land. The land is now open because the area is owned by a large estate which has not yet wished to sell it or to develop it. The community could lose this valuable asset at any time.

Although Brisbane includes substantial waterfront area, access is difficult and recreational use is limited to fishing. Development in accordance with the General Plan will make the waterfront accessible and increase the recreational use of this valuable but undeveloped natural resource.



## MUNICIPAL FISCAL CHARACTERISTICS

In comparison with nine other California cities\* with similar characteristics, Brisbane is the richest in terms of per capita property assessed valuation. Its per capita taxable sales increased from less than average to four times the median from 1961 to 1964 due to annexation and the bookkeeping procedures of local industries. Both per capita assessed value and retail sales are indicators of a City's ability to raise revenue.

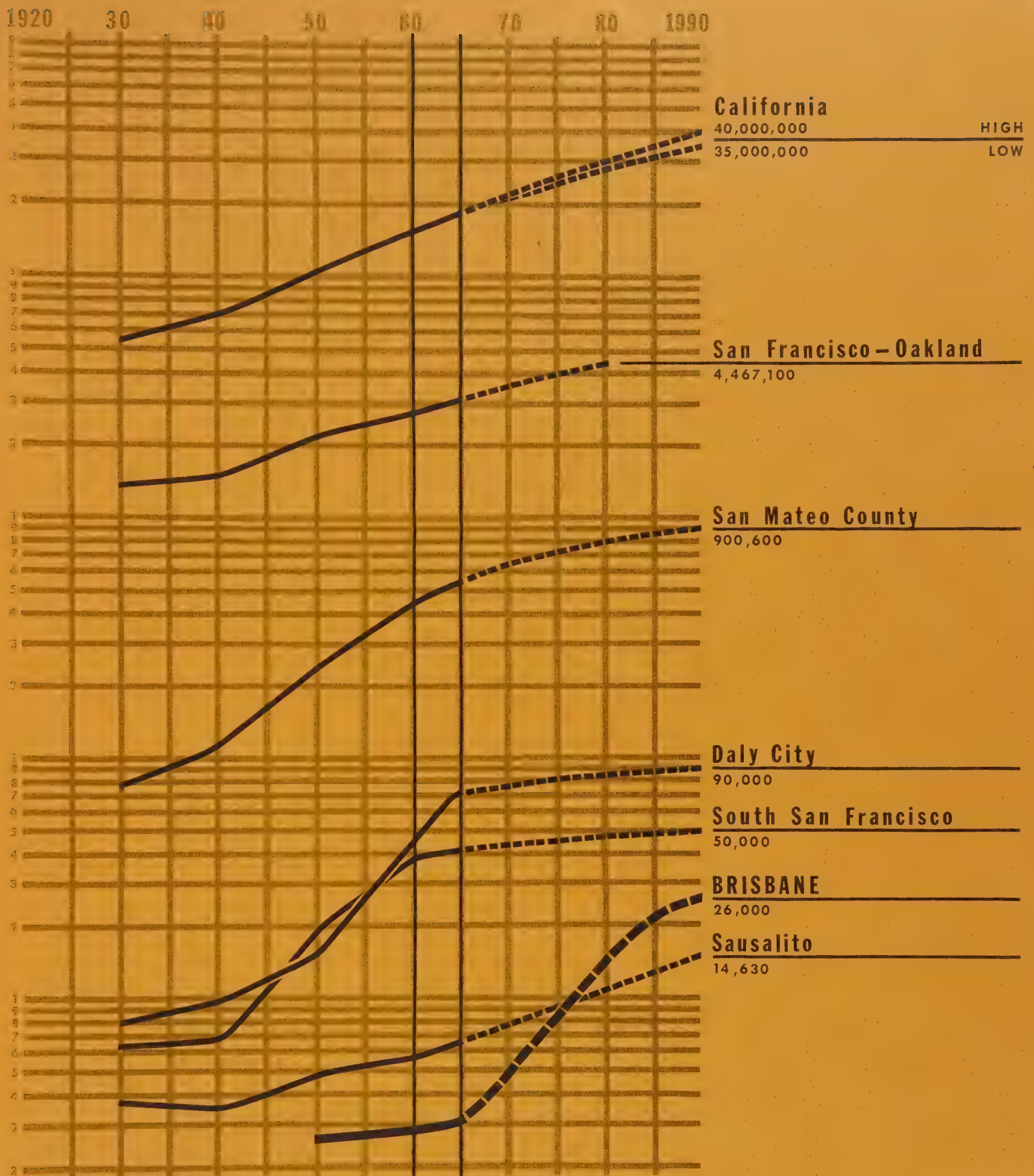
Brisbane has a large accumulation of expensive physical deficiencies such as streets, parks, drainage, etc. A heavy allocation of revenues will be needed for capital improvements. At present industrial growth would be of the most net benefit to revenues. A reliance on industrial revenues may influence the City's expenditure policies. In general, industries are interested not only in the adequacy of essential local services, but also in those features of the City's physical plant that contribute to a more efficient industrial operation. This leads to emphasis on capital improvement planning which schedules and finances projects so that they can be coordinated with industrial development. Such projects include road construction and grade separation, sewer and water extensions, drainage structures, fire stations, traffic signalization, etc.

To augment the financing of an expanded program of capital improvements, the City may need to use bond financing--particularly to overcome physical deficiencies. A fixed part of the sales tax revenue will also need to be earmarked for capital improvements. In this case the City will not be able to be overly dependent on the sales tax to finance day-to-day operations.

---

\* Alviso, Benecia, Cypress, Guadalupe, Half Moon Bay, Larkspur, LaVerne, Los Alamitos, Pinole.





# POPULATION

## TRENDS AND PROJECTIONS





## SECTION II

### GROWTH PROSPECTS

#### FUTURE POPULATION

The population projections for the Brisbane Planning Area are based on an examination of past trends, known plans for development, and the holding capacity of the Planning Area as affected by present City and County policies for new development.

Population growth in the past has been slow due to the lack of easily developable land in Central Brisbane and to the large land owners who have kept much of the surrounding land undeveloped. The latter obstacle to growth will be removed when the Crocker Estate lands are developed. The amount of population growth which will occur within the time period of the General Plan will depend on:

- . The residential density policies in Brisbane and San Mateo County.
- . The market for particular housing types as affected by land values, zoning, and the steepness of much of the Planning Area.
- . Developmental program of the Crocker Land Company, including the timing and location of development.

The following assumptions have been made in connection with the population estimates:

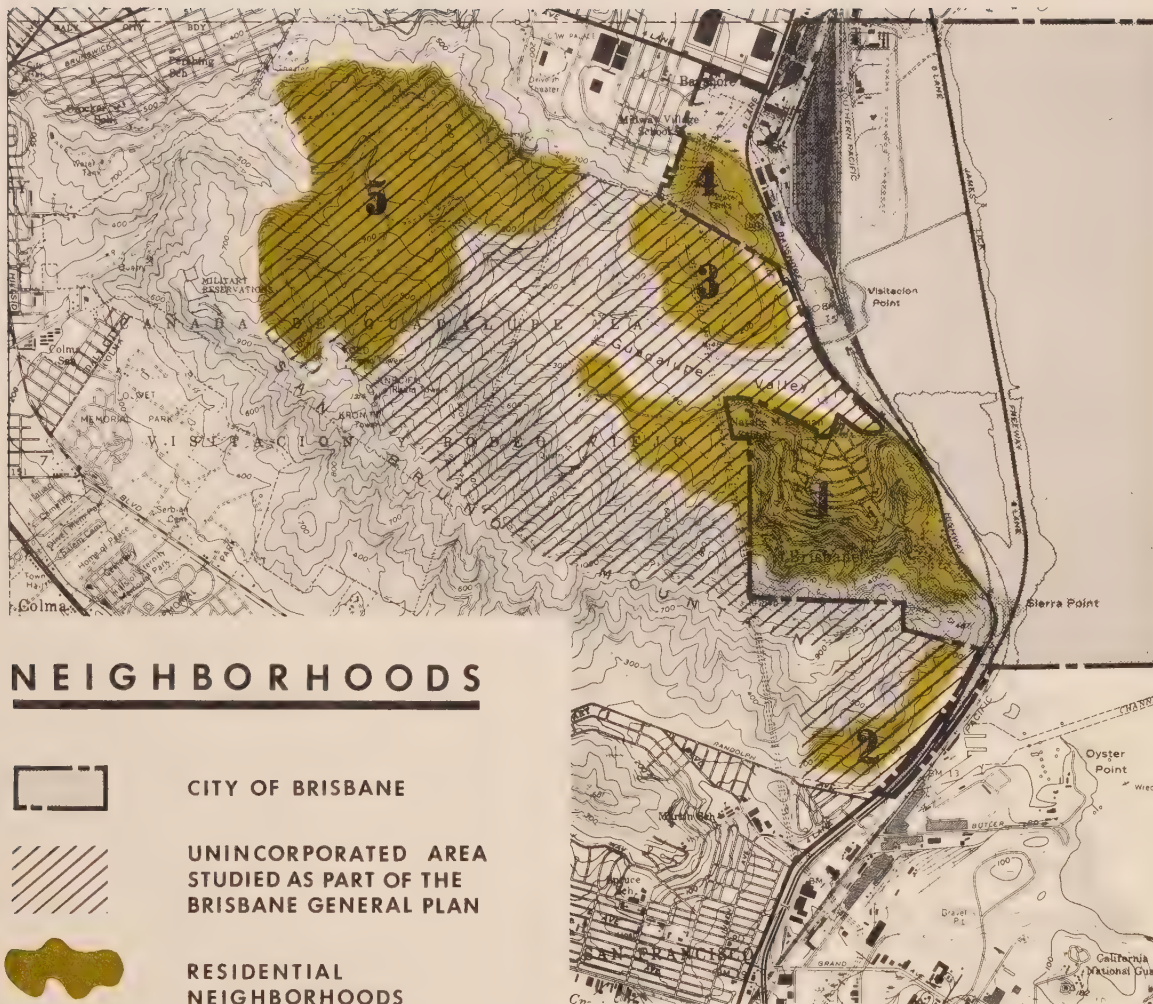
- . City and County policies will allow relatively high over-all residential densities in order to retain extensive areas in open park and recreation use.
- . The Crocker lands within the Planning Area will approach full development by 1990.

The graph on the opposite page shows the low population growth rate of the past thirty years, with an acceleration about 1970 when development of the Crocker lands is expected to begin.

#### Population Projection for Brisbane Planning Area

| <u>Year</u> | <u>Population</u> |
|-------------|-------------------|
| 1964        | 3,070*            |
| 1970        | 5,000             |
| 1980        | 15,000            |
| 1990        | 26,000            |

\* Population of the incorporated area in 1964.



#### FUTURE POPULATION DISTRIBUTION

The Planning Area is divided into five residential planning areas or neighborhoods: Central Brisbane; South Hillside; Guadalupe; Franciscan Heights; and Hilltop (see map).

1. Central Brisbane includes old Brisbane, Brisbane Acres and a westerly expansion along the hills on the south side of Guadalupe Valley.
2. South Hillside includes the hillside facing Bayshore Boulevard and the Bayshore Freeway, south of Sierra Point.
3. Guadalupe is the north side of the Guadalupe Valley as bounded on the north by the proposed Market Street route and on the south by Crocker Industrial Park.
4. Franciscan Heights is bounded on the south by the proposed Market Street route, on the east by Bayshore Boulevard, on the west by the City boundary and on the north by the P.G. & E. substation.



5. Hilltop is located on a plateau generally north of the radio towers.

It is assumed that about 6,900 of the 26,000 population projected for the Brisbane Planning Area by 1990 will reside in the Central Brisbane area. The following table shows the population assumed to be in each of these neighborhoods.

Tentative Population Distribution by Neighborhood--1990

| <u>Neighborhood</u>        | <u>Residential Acres<br/>Shown on the Plan</u> | <u>Population</u> |
|----------------------------|--|-------------------|
| Central Brisbane           | 300  | 6,930             |
| South Hillside             | 51   | 1,720             |
| Guadalupe Area             | 69   | 3,760             |
| Franciscan Heights<br>Area | 27   | 1,225             |
| Hilltop Area               | <u>266</u>                                     | <u>12,670</u>     |
| TOTAL                      | 713  | 26,305            |

The graph on the previous page compares the anticipated growth rates for Brisbane, Daly City, and South San Francisco. Brisbane's rate is higher, on the assumption that most of the presently undeveloped areas of the Crocker Estate studied as part of the Planning Area would be included within Brisbane. If these areas become a part of Daly City, South San Francisco, or a separate city, Brisbane's growth rate will be lower.

FUTURE AGE DISTRIBUTION

To 1970, the age distribution of the Brisbane population is projected on the basis of present trends. After 1970, use of present trends is not meaningful since the residential development expected on the Crocker lands and in the Franciscan Heights area would probably attract people with different age characteristics than the present population of Brisbane. It is assumed that the new residential areas will contain townhouses and apartments attracting single persons, young married couples with few or no children, older married couples with high school age children and retired persons. It is expected that Brisbane's population will contain by 1990, as at present, proportionately fewer school age children than many surrounding communities.

It is likely that more apartment units than single-family units will also be built during this period in Central Brisbane, attracting older occupants, increasing the proportion of older age groups and decreasing the proportion of children 5-17 years old.

The City and the School District should make periodic studies of the age distribution to make up-to-date estimates and projections of pre-school and school age children.

Table II in the appendix shows the projected age group as a percentage of the total population from 1960 to 1990.

#### FUTURE EMPLOYMENT

Because of its location and access to major transportation, the substantial amounts of land available for industrial development in Brisbane should provide for considerable additional employment. Brisbane is expected to continue to have a greater proportion of its land area devoted to industrial use by 1990 than is normal in most communities. In a study <sup>1/</sup> of ten satellite cities with a population of 25,000 or more, industrial and railroad land averaged about 20 per cent of the total developed area of the cities. In Brisbane, 294 acres or 44 per cent of the developed area of the City is presently used for this purpose. The General Plan shows 732 acres or 18 per cent of the Brisbane Planning Area in industrial and railroad use. If the industrial lands are fully developed by 1990, 14,640 jobs <sup>2/</sup> could be provided in the Planning Area.

Brisbane's present labor force, as a proportion of its total population, is high because of a high proportion of working age adults and a low proportion of younger children. In the future, the proportion of working age adults, compared to the total population, is likely to remain high because Brisbane's residential areas are close to major employment centers and because of the housing types expected in the Brisbane area. The labor force is anticipated to increase from about 42 per cent to 50 per cent of the civilian population by 1990. In this case, 13,000 of the 26,000 persons forecast for 1990 would be employed.

---

<sup>1/</sup> Land Uses in American Cities by Harland Bartholemew, Harvard University Press, 1955, Tables 7 and 10.

<sup>2/</sup> Industrial and research development employment densities average from five workers per acre in very low density operations to 50 in high quality industrial and research parks. The employment density of 20 workers per acre is used in Brisbane as a likely over-all average for potential industrial development, taking into account a full range of possible development densities.







**Brisbane's reserve of undeveloped land provides an opportunity not available to the built-up neighboring communities.**



## SECTION III

### THE GENERAL PLAN

#### GOALS AND POLICIES OF THE GENERAL PLAN

Before the Brisbane General Plan could be prepared, agreement was necessary on what the City was planning for. Long-range objectives, principles, and policies were formulated to guide the preparation of the General Plan, and the programs to be based on the General Plan. The objectives stated here represent the thinking of the Brisbane Citizens' Advisory Committee, the Planning Commission and the City Council, and underlie the Plan. These objectives should continue to be held in view in the day-to-day decisions which will determine the success or failure of the General Plan.

Following each general objective is a list of more specific policies designed to achieve that objective. Thus, this list of objectives also identifies the principal steps necessary to implement the General Plan.

#### Improve and Expand the Economic Base

- . Provide appropriate sites and public facilities to encourage the location of desirable industries in Brisbane.
- . Increase potential commercial development by improving the downtown area and by developing the waterfront for recreational use to better serve local residents and to attract visitors to Brisbane.

#### Preserve and Enhance the Residential Quality of Brisbane

- . Promote excellence in new residential development, both single and multi-family.
- . Conserve existing residential areas and correct deterioration and blight when it occurs.
- . Provide adequate, well located public facilities to serve the residential areas, including schools, parks, playgrounds and neighborhood shopping facilities.

#### Provide Improved Public Facilities to Serve the Anticipated Population

- . Provide additional park and recreation areas and facilities for young children, active adults and older people.
- . Provide for recreation use of the entire waterfront through the establishment of a Bayside regional park and a small craft marina.
- . Develop a Civic Center to provide a major focus for the community.
- . Annex lands to the west to provide for orderly development and to assure sound drainage facilities and other public utilities.

Develop an Efficient, Harmonious Circulation System within the Community which is Well Linked to the Surrounding Areas

- . Promote early design studies for the proposed Bayfront Freeway, the Southern Bay Crossing including the freeway cross-connections, and rapid transit to enable Brisbane to begin orderly development of its waterfront and industrial areas.
- . Provide an adequate internal circulation system serving major destinations but bypassing residential neighborhoods and principal activity areas.
- . Encourage adequate local public transit within the community including connections to rapid transit stops.
- . Correct deficiencies in the existing street system such as dangerous intersections and corners, poor alignments, excessively steep grades, etc.

Preserve and Enhance the Attractiveness of Brisbane

- . Provide for attractive development of the waterfront.
- . Establish controls to prevent scarring of the hillsides.
- . Provide for landscaping of all public areas and encourage street trees and attractive planting within private areas in Brisbane.
- . Preserve canyons and arroyos as green fingers within Brisbane.
- . Protect views through acquisition of public lookouts and control of private development.
- . Cooperate with other agencies in establishing a regional park and parkway program for the San Bruno Mountains.

RESIDENTIAL DEVELOPMENT

The five distinct neighborhood areas designated in the General Plan are: Central Brisbane, South Hillside, Guadalupe, Franciscan Heights, and Hilltop. Although they vary in area and population, each is identified by boundaries formed by major roads, topographical features, parks or open spaces designated in the General Plan.

Principles for Residential Development in Brisbane

The following principles are proposed to guide the City in the development of each of the neighborhood areas:

- . An individual character should be established for each neighborhood area to provide its residents with a sense of identity in the neighborhood. This character can be created through the use



of building types, architecture and landscaping unique to each neighborhood area, and by the enhancement of all natural features such as canyons, steep slopes and hilltops.

- . There should be a planned mixture of dwelling types in each neighborhood to provide a choice of living environment and location. This will also lead to a variety of building types.
- . New concepts in the design of residential areas should be encouraged such as the provision of communal open space or park areas in lieu of large lots.
- . There should be a center in each neighborhood containing a nursery and play area for infants and pre-schoolers, together with a school and play field for older children and, where justified by population, a neighborhood shopping area.
- . Access to the most frequently used public and private neighborhood facilities such as schools, parks, shopping areas and major transportation, should be safe and convenient, both for pedestrians and motorists.
- . Streets carrying through traffic should bypass but adjoin each neighborhood area for ease of access.
- . The character and value of Brisbane's present residential areas should be maintained and improved. Deterioration and blight should be eliminated wherever they are found.

### Density Categories

Residential development in Brisbane is divided into three density categories. The density categories as indicated on the General Plan Map are not intended to suggest uniform patterns of either single or multi-family development. They are intended, rather, to indicate the average density for a harmonious but varied combination of different housing types in each section of Brisbane.

Residential density is the system of measurement showing the number of people (population density) or the number of dwelling units (dwelling unit density) occupying each acre of land. The General Plan shows residential density expressed as dwellings per residential acre\*.

---

\* A residential acre includes the space needed for dwellings and gardens, any incidental open space (e.g. children's play space or parking areas) and half the width of surrounding roads. Not included are schools, large open spaces or parks, shopping areas and all other types of development.

The following table shows General Plan density categories.

| <u>General Plan Density Categories</u> |   |   |   |
|--|---|---|---|
| <u>Category</u>                        | <u>Dwelling Units Per Residential Acre*</u> | <u>Total Acres Within Planning Area by Category</u> | <u>1990 Population Estimated to be Accommodated</u> |
| Low Density                            | 1 to 6                                      | 223   | 3,510   |
| Medium Density                         | 6 to 25                                     | 341   | 14,780  |
| High Density                           | Over 25                                     | 148   | 8,025   |

These density categories are described as follows:

Low Density. Predominantly single-family development on lots ranging in size from the existing 25' x 100' parcels to one acre. Much of the development in Central Brisbane above Klamath Street is characteristic of this type of development.

Medium Density. This category includes duplexes, townhouses and garden apartments. Appropriate mixing of building types should be encouraged in this and the following density category.

High Density. This category designates areas which would be characterized by high-rise and garden apartments. A variety of housing types, including two and three-story houses, and three or four-story apartments, could be provided in this category. Tall buildings need not predominate.

#### Residential Areas of the General Plan

The five distinct neighborhood areas designated in the General Plan are: Central Brisbane, South Hillside, Guadalupe, Franciscan Heights, and Hilltop. Although they vary in area and population, each is identified by boundaries formed by major roads, topographical features, parks or open spaces designated in the General Plan.

Central Brisbane. Within the General Plan time period, considerable change is anticipated in Brisbane's older residential section on the land surrounding the downtown business area. Replacement of older single-family dwellings with duplexes and multi-family apartments has already begun. Apartment development in this area is expected to continue as small parcels are consolidated into larger ones to allow adequate space for

---

\* See the footnote on the previous page.



building and garden development and off-street parking.

New development on the vacant lots and replacement of older dwellings in the area between Alvarado Street and Kings Road should remain much as it is today during the time span of the Plan.

Above Kings Road, the steep slopes are largely vacant and subdivided into one-acre parcels. Density of this area should not be much higher than the density which will result from use of the existing parcels. Care should be exercised in the construction of public roads, private driveways and buildings in this area because of the steep slopes and because the character of development in this area can be seen from all parts of the City. Low and medium density is shown in Brisbane Acres which would permit duplexes, small apartments and single-family houses.

South Hillside. Development of this new residential area on the south slope of Sierra Point on San Bruno Mountain will have to be carefully designed because of steep topography and the visibility of the area. In general, development should be confined to the most suitable areas, avoiding the steepest slopes and narrow canyons. Medium density permitting step down and garden apartments is shown for this area on the Plan. Extensive landscaping, open spaces and trails are recommended throughout this area.

Guadalupe. This new residential area, located on the hillside on the north side of Guadalupe Valley, would be appropriate for high density use. The hillside will need to be carefully terraced to create level building areas during the removal of fill material. Several levels or terraces are suggested to minimize the height of banks. Residents of this neighborhood would have a neighborhood center within easy walking distance.

Franciscan Heights. Medium density residential development is shown on this hillside on the south edge of Visitacion Valley. Terrace (step down) or garden apartments should constitute the predominant dwelling type in this section of Brisbane. The extension of Martin Street-Main Street to Bayshore Boulevard should be provided for in the development of this area.

Hilltop. This as yet undeveloped residential area is located in the gently rolling plateau area at the head of Guadalupe Valley and Colma Canyon. Recent construction of the western section of the Guadalupe Canyon Expressway (Market Street) has increased the likelihood of development of this area in the near future. A variety of densities are proposed to accommodate at full development a population of about 12,670 persons. Large sections of this neighborhood could be developed at one time to allow skillful and interesting recontouring of the land. Planned mixtures of dwelling types and internal green areas should be provided through the residential areas.

#### New Residential Concepts

Brisbane's reservoir of undeveloped land provides an opportunity not available to the built-up neighboring communities, to avoid the monotony of large tracts of identical, one-class, one-income housing.

Central Brisbane's individuality and character derive from the variety of its housing. New residential areas outside of Central Brisbane, although built in pre-planned, large units, can repeat this variety and make Brisbane unique in the upper San Francisco peninsula.

In order to achieve a greater range of housing types, zoning and subdivision ordinances must allow greater flexibility for developers willing to employ new techniques and innovations in design. New zoning concepts, such as planned unit development regulations, will allow a cluster pattern of residential development, and townhouses, utilized with success in many communities.

Alternatives for hillside development can be found in Appendix E.

### COMMERCIAL DEVELOPMENT

It is an objective of the General Plan to revitalize and reorganize the "present downtown" area in Central Brisbane and to provide adequate and convenient shopping and service facilities at proper locations elsewhere within the Planning Area.

#### Principles for Commercial Development

- . The vehicular access to the downtown area should be improved.
- . Convenient, adequate parking should be provided for downtown shoppers and employees. Parking areas should be attractively landscaped and whenever possible hidden when looked down upon from the surrounding hills.
- . Pedestrian malls and walkways should be provided within the downtown area.
- . All commercial development should conform to the highest possible developmental standards. Individual developments should be visually related in architecture and landscaping to surrounding development.
- . Signs and night lighting visible from the exterior of a building should be controlled as to color, shape and size.

#### Commercial Categories of the General Plan

The General Plan considers commercial development in four categories: 1) retail commercial; 2) office uses (shown as professional-administrative); 3) thoroughfare commercial; 4) visitor-commercial uses.

Retail Commercial. Major retail centers should provide for a wide range of goods and services. Typical facilities include clothing stores, appliance and home furnishing stores, restaurants, banks and specialty shops and stores. Two major retail centers are proposed on the Plan--the present downtown area and a new center located on the plateau in the Hilltop neighborhood. The function of the downtown area and a



sketch plan for the future development of the downtown area are presented in Appendix B of this report.

The new retail center would serve as a commercial nucleus for the surrounding area. Both retail centers would also contain shops and stores catering to local shopping needs of nearby residents.

Each neighborhood center proposed on the Plan would contain as its nucleus a shopping area which would be carefully related in size to the neighborhood population and would provide the day-to-day needs of food and common household and personal services. A neighborhood shopping area should provide 3-6 acres to serve 1,500 to 3,000 families.

Thoroughfare Commercial. Thoroughfare commercial areas on the Plan provide for those retail and service commercial uses which are appropriately located along major thoroughfares, highways and their frontage roads or service areas. They include light retail commercial uses, automotive sales and services, offices and similar uses dependent upon location adjacent to major traffic routes. They should be located upon parcels providing sufficient land for adequate off-street parking and should be concentrated in groups rather than strung out along the thoroughfare. The General Plan designates two thoroughfare commercial centers: one on Bayshore Boulevard and the other at the intersection of San Francisco Avenue with Bayshore Freeway.

Visitor-Commercial. Brisbane has an undeveloped potential for the provision of facilities for travelers, tourists and visitors due to its proximity to San Francisco, the Airport and San Francisco Bay. For this type of development, visitor-commercial use is proposed on the waterfront in conjunction with a new marina, on land west of Bayshore Freeway and on the hilltop overlooking Visitacion Valley. Adequate areas are shown on the Plan at these locations to permit the development of high quality tourist facilities, including motels with meeting and convention facilities, restaurants, service stations and other related facilities.

Professional-Administrative-Research Areas. Professional-administrative-research areas shown on the Plan provide for uses such as administrative, professional, executive or other business, social or charitable offices and laboratories for research, development and testing. The highest development and operating standards are needed to attract desirable research activities and administrative offices. The locations recommended on the General Plan are marketable for the above uses due to Brisbane's central location, proximity to the Airport, and excellent highway access.

## INDUSTRIAL DEVELOPMENT

### Industrial Prospects

The outlook is for a continued high rate of industrial growth in the San Francisco metropolitan area for the next few decades. The Bay Area will continue to grow in importance as a major regional supply center

and as a focal point for trade with developing countries in the Pacific Basin and South America. The western shore of San Francisco Bay will receive its share of this growth.

The western shore of San Francisco Bay from downtown San Francisco to south of San Francisco International Airport has been favored for industry because of topography, resident labor force, major rail facilities, the Airport and the road network. Proximity to the port of San Francisco and the financial and distribution centers in San Francisco has also been a factor.

If available, level land, not pre-empted by the railroad, had existed in the Brisbane area, it would be fully developed today in industrial uses. Brisbane has not achieved its industrial potential because of the lack of level land. Level land in Guadalupe Valley was held off the market by the land owners until recently, and other major level land areas were occupied by the Southern Pacific Company switching, holding and repair yards and by the Pacific Gas and Electric Company electric switching yards. The termination of the fill and cover dumping operation west of Bayshore Freeway and reduction of the railroad yards will release land for industrial use in Brisbane. The Bayfront Freeway and the possibility of a westerly terminus of the proposed Southern Bay Crossing in Brisbane make appropriate the use of additional tidelands for industrial development.

#### Objectives and Principles for Industrial Development

The objective for industrial development in Brisbane is to improve and expand the economic base of the City by providing adequate land in appropriate locations for manufacturing, warehousing, distribution and research types of industrial development.

The following principles should be followed:

- . Industrial uses should be confined to the level portions of Brisbane.
- . Land that does not require reclamation should be developed first.
- . The more solid ground should be reserved for uses requiring stable foundation conditions. Industrial uses that can function in low buildings and that do not require heavy equipment are suitable for location on reclaimed land.
- . Industrial park development (similar to the Crocker Industrial Park) should be encouraged with well designed buildings and grounds and providing adequate parking for employees and visitors.
- . Industrial uses should be controlled by performance standards and regulations.



- Convenient access from the freeways and thoroughfares should be provided to all industrial areas.
- Brisbane should provide for efficient, industrial development and operation through adequate local services and facilities. Public capital improvements should be coordinated with industrial development. Necessary capital improvements will include road construction, grade separations, sewer and water extensions, drainage structures, fire stations, traffic signals, landscaping, etc.

### Industrial Areas of the Plan

Of the 542 acres reserved for industry on the General Plan, about 110 acres are in industrial use at present. About 175 acres remain undeveloped in the Crocker Industrial Park and about 257 acres in the Bayshore area. Research and development, light manufacturing and warehousing is proposed for the Bayshore industrial area. The landowners should be required to prepare a development plan for this area for City approval (consistent with the General Plan) which would include alignment and type of streets, typical types of lots, and standards for the location and design of buildings, setbacks, landscaping, parking and loading.

### Recommendations on Improvement of Access and Appearance

In order to achieve the high level of industrial development which location and environment justify, Brisbane must assist in the improvement of access to existing and proposed industrial areas and improve the appearance of that area of the City.

Access. Access to the present industrial area east of the railroad yards is difficult and unattractive. The present route is circuitous and leads through a generally unsightly area of mixed industrial and commercial uses. Access to this area is proposed to be improved by the extension of Geneva Avenue eastward to an interchange with Bayshore Freeway. Streets serving the Bayshore industrial area would be connected to Geneva Avenue. Financing of the Geneva Avenue extension should be shared by the State, San Mateo County, San Francisco and Brisbane.

A major north-south street (the Waterfront Expressway) is proposed east of Bayshore Freeway to serve industrial and waterfront development in that area. It should be connected with Butler Road in South San Francisco and Hunter's Point Expressway in San Francisco. Access from Bayshore Freeway to the expressway would be provided at two points in Brisbane as shown on the Plan.

Appearance. The Bayshore industrial area is unattractive because of low construction standards for existing development, cluttered and unsightly storage yards, and streets with an absence of curbs and gutters and a rank growth of weeds. This area needs upgrading to help attract high quality development to the adjacent undeveloped areas. Liabilities should be corrected, eliminated or screened from view. Curbs and gutters should

be provided. Tree planting should be undertaken by the City and the property owners. The railroad yards should be screened by trees and shrubbery. Large trees should be used in rows at frequent intervals to provide protection from the brisk westerly winds which sweep across the area.

Since residential Brisbane is located on hills overlooking industrial areas and where more industrial development will occur, the appearance of the industrial complex is particularly important.

## CIRCULATION

The traffic circulation system of a community is the lifeline that connects home to job, to merchant, to school, and to other every day activities outside the home. Many factors can result, such as public safety problems and the creation of undevelopable areas, if a community does not plan its circulation system. Coordination of effort between all agencies involved in the planning of the Brisbane circulation system is particularly needed. The leadership for this effort must come from within the community.

The circulation elements of the General Plan set forth proposals for a network of trafficways to serve the Brisbane area and rapid transit lines to integrate the area with a rapid transit system for the Bay area.

The circulation element of the Plan will require periodic study and adaption to changed development in the area and to improvements in the methods of transportation.

Many of Brisbane's local traffic problems are directly related to area-wide traffic problems which can be solved only through area-wide action.

Four classes of trafficways are shown on the General Plan--freeways, expressways, major and secondary streets, and collector streets. A proposed rapid transit route is also shown. Pedestrian ways and riding and hiking trails are indicated. The function and the standards for development of each type of route in the circulation network is defined later in this section.

The circulation network of the General Plan has the general objective of linking functionally related areas within the Brisbane Planning Area, South San Francisco, San Francisco, and the Bay Area, and facilitating the safe, economical and convenient movement of people, and goods with minimum interference to adjacent areas.

### Principles to Use in the Development of a Circulation System

Principles to be followed in the development of Brisbane's circulation system include:

- . The location, spacing and design of streets should be related to the kinds and amounts of traffic they are intended to carry.



- . The location, design and construction of trafficways which involve other agencies, i.e. other cities, counties, State or Federal, should be planned in cooperation with such agencies and in harmony with Brisbane's General Plan.
- . All trafficways should be planned so as to encourage orderly growth of future land uses of adjacent and nearby lands.
- . All elements of the circulation system, including parking areas, terminals and stations, the street and highway system and pedestrian ways, must be well coordinated.
- . Appearance and noise from trafficways should be considered from the point of view of users and of the people in the area through which it passes.
- . Multi-lane boulevards and expressways, as well as freeways, should have central dividing strips.
- . All trafficways should be landscaped in order to improve the City's appearance and screen traffic from abutting property. Where appropriate, trafficways should be given parkway treatment--including heavy landscaping, stopping places at scenic points, and control of advertising.

#### Definitions of Trafficways

Freeway. A divided high-volume limited access trafficway.

Expressway. A divided arterial highway for through traffic with controlled access to abutting property and intersecting streets.

Major and Secondary Thoroughfares. A trafficway serving large volumes of traffic and interconnecting the major districts of the City and adjoining cities. Intersections are generally at grade, and access to abutting property limited where possible. Traffic from intersection streets may be required to stop or yield before entering or crossing a major or secondary thoroughfare.

Collector Streets. A two-lane street which collects and distributes traffic between local streets and the major and secondary streets and serves traffic movements within residential and industrial districts. When possible, collector streets should be discontinuous so as not to attract unnecessary through traffic in local districts.

Local Streets. Local streets are designed primarily for direct access to abutting property. A discontinuous pattern of local streets with loops and cul-de-sacs is desirable to reduce traffic.

## Freeways

The freeway network serving Brisbane will consist of the following:

- . Bayshore Freeway
- . Bayfront Freeway
- . Southern Bay Crossing (Hunter's Point Freeway)

Bayshore Freeway. This existing six-lane freeway is the main highway passing through Brisbane and the most important traffic artery between San Mateo and Santa Clara Counties and San Francisco. Excessive traffic on this route is a current problem. Bayshore Freeway will be expanded to eight lanes in the near future. New interchanges needed on Bayshore Freeway within Brisbane to provide improved access to the lands lying east and west of the Freeway, plus a possible link to the Southern Bay Crossing include:

- . An interchange in the Bayshore area at the Geneva Avenue extension.
- . A high capacity interchange at the intersection of the Southern Bay Crossing with Bayshore Freeway located just north of the Guadalupe Canal.
- . An interchange located just north of Sierra Point at the San Francisco Avenue extension.

Bayfront Freeway. This proposed eight-lane freeway would cross Brisbane's tidelands east of the Bayshore Freeway. It would be designed to have fewer interchanges than Bayshore since its prime function will be to link major regional centers. The only interchange proposed in the Brisbane area would be the intersection of Bayfront Freeway with the Southern Bay Crossing.

Bayfront Freeway is considered to be 15 to 20 years in the future. If the west terminus of the Southern Bay Crossing is located in Brisbane, the Bayfront Freeway will need to be studied to determine the location of the Southern Bay Crossing interchange. The location of this interchange in effect would fix the location of the Bayfront Freeway in the Brisbane area. It may be necessary to construct the north section of the Bayfront Freeway from the Southern Bay Crossing to San Francisco in seven to ten years.

It is proposed in the General Plan that the Bayfront route be located as far east of Bayshore Freeway as possible to allow adequate distance between the Southern Bay Crossing interchanges with Bayshore Freeway and Bayfront Freeway. This spacing would allow the development of a small craft marina between the freeways and open water area close to present Brisbane.

It is also proposed that the Bayfront Freeway not be built by the dike and fill method which could allow the water between the two freeways



to stagnate. It is recommended that the Bayfront Freeway be built on a low viaduct extending between the landings as shown on the General Plan.

Southern Bay Crossing. A new Bay crossing, terminating in or near Brisbane, is proposed by the State Bay Toll Crossing Authority and may become a reality in the early 1970's. Studies are proceeding under the Toll Bridge Authority to determine the "best location" for the crossing. One of the following two corridors will be chosen for the route:

- . Sierra Point, in Brisbane (northern San Mateo County) to Hayward.
- . India Basin, in San Francisco (City and County of San Francisco) to Alameda.

Much controversy exists over the location of the crossing and it is anticipated that a decision by the Toll Bridge Authority on the precise location may not be made until 1966 or 1967. Design and construction would require an additional seven years. In the event that the Sierra Point corridor is chosen for the new crossing, the General Plan provides the proper location and the necessary land area and traffic connections to accommodate the westerly terminus of the crossing while permitting logical development of Brisbane's waterfront and industrial areas.

The route recommended for the crossing, as shown on the General Plan, is just north of Guadalupe Canal, about one mile north of Sierra Point proper. This location is considered within the Sierra Point corridor.

Principle features of the westerly terminus of the crossing would include:

- . Full interchange connections of the crossing with the proposed Bayfront Freeway and Bayshore Freeway.
- . Extension of the crossing route westerly beyond Bayshore Freeway to a connection with the Guadalupe Canyon Expressway to provide for cross-county traffic movements and to allow additional traffic distribution on the Bayshore Boulevard.
- . A Bayshore Freeway to Bayfront Freeway cross-connection as part of the crossing, designed to preclude the need for the proposed Hunter's Point Freeway.
- . A trans-bay rapid transit line accommodated on the crossing which would tie into the north-south rapid transit line through Brisbane.

The route for the Hunter's Point Freeway was adopted by the California Highway Commission in January, 1964. As proposed in the route adoption, this freeway would begin in Brisbane at an interchange connection with the Bayshore Freeway about 3,600 feet south of the northern Brisbane boundary. It would proceed northeasterly from the interchange, across

an open water area in northern Brisbane, and would pass into San Francisco just east of Candlestick Park. It would then proceed north to a connection with the Southern Freeway at Islais Creek. Hunter's Point Freeway would provide traffic relief on the James Lick Freeway in San Francisco. Construction is generally believed to be 10 years away, although construction could be accelerated if funds become available, conceivably occurring before the construction of the Southern Bay Crossing.

It is recommended that portions of the proposed Bayfront Freeway and the Southern Bay Crossing be used as substitutes for the Hunter's Point Freeway. This realignment of the Hunter's Point Freeway would better serve regional and local traffic circulation in the Brisbane area and would allow the orderly development of Brisbane's waterfront and industrial area. The portions of the Bayfront Freeway and the Southern Bay Crossing used in place of the Hunter's Point Freeway (as presently adopted) would become parts of future Bayfront Freeway extensions and the Southern Bay Crossing.

If the new Bay crossing occurs in Brisbane, the design features of the crossing within the City should be reviewed at an early date to assure compatibility with the objectives and the principles of the General Plan.

#### Expressways

In Brisbane, expressways will serve as major links between and to and from freeways, and handle traffic passing completely through the Planning Area.

Five expressways are designated on the Plan:

- . Guadalupe Canyon Expressway (Market Street)
- . Geneva (Avenue) Expressway
- . Hillside (Avenue) Expressway
- . Bayshore (Boulevard) Expressway
- . Waterfront Expressway.

Guadalupe Canyon Expressway (Market Street). This route passes over the San Bruno Mountain between Daly City and Brisbane to provide a major east-west connection between Bayshore Freeway, Bayfront Freeway and Junipero Serra Freeway. It is being developed initially as a two-lane thoroughfare but sufficient right-of-way has been acquired by the County to widen it to six lanes. The original design studies for this route did not include a direct connection to the westerly terminus of the Southern Bay Crossing. The connection proposed in the General Plan with the Southern Bay Crossing would increase the traffic using this route. It is recommended that the agencies responsible for the Guadalupe Canyon Expressway review its design to determine the effect of this increased traffic. It may be desirable to include the Guadalupe Canyon Expressway in the State highway system because of its regional importance.



Geneva (Avenue) Expressway. The extension of Geneva Avenue to Bayshore Freeway and the nearby terminus of the Southern Bay Crossing will introduce additional traffic on Geneva Avenue. Currently this four-lane thoroughfare is congested at peak hours. Increased traffic in the future will necessitate improvement of Geneva Avenue to expressway standards. Such improvements would include extra lanes, limitations on the number of intersections and on access to abutting property, and the possible need for grade separations.

During events at the Cow Palace, Geneva Avenue backs up with traffic all the way to Bayshore Boulevard. To relieve congestion during Cow Palace events, it will be necessary to bypass traffic around Geneva Avenue between the Cow Palace and Bayshore Boulevard. A recent planning study made for the Cow Palace proposed Martin Street-Main Street as such a bypass. San Mateo County's Streets and Highways Plan shows Carter Street extending up the hill from Geneva Avenue to Guadalupe Canyon Expressway as an alternate bypass.

Bayshore (Boulevard) Expressway. Once the principal north-south highway between San Mateo County and San Francisco, Bayshore Boulevard reverted to thoroughfare status with the completion of Bayshore Freeway. It is wide enough to provide extra traffic capacity. It now serves local traffic in the communities through which it passes. The completion of Guadalupe Canyon Expressway will increase traffic on Bayshore Boulevard. Extension of Guadalupe Canyon Expressway to Bayshore Freeway will route additional traffic to Bayshore Boulevard. Traffic will also increase from industrial and residential development in the Brisbane area. It will be necessary to increase the route to expressway standards in the future.

Waterfront Expressway. The General Plan shows a Waterfront Expressway located just east of and parallel to Bayshore Freeway. This expressway would connect to Hunter's Point Expressway near Candlestick Park and a Hillside Expressway extension (Butler Road) in South San Francisco. Within Brisbane, the Waterfront Expressway would intersect with a Geneva Avenue extension and a San Francisco Avenue extension. It is proposed to serve the professional-administrative research center, the marina and the park and recreation development along the waterfront in Brisbane.

Hillside (Avenue) Expressway. This route is located on the south side of San Bruno Mountain. From the west, starting at an interchange connection with Junipero Serra Freeway, it would follow the base of the mountain to an interchange with Bayshore Freeway. Its extension east of Bayshore Freeway (via Butler Road) would curve north in South San Francisco to the Waterfront Expressway.

#### Major and Secondary Streets

The major and secondary street network serving Brisbane consists of the following:

- . San Francisco Avenue-Brisbane Park Drive
- . San Bruno Avenue

- . San Bruno Mountain Scenic Road
- . Carter Street
- . Martin Street-Main Street
- . Other secondary streets as shown on the General Plan.

San Francisco Avenue-Brisbane Park Drive. This route would consist of a section of San Francisco Avenue and the quarry road, and new sections east and west of these streets. It would extend from the waterfront, past Central Brisbane and the south side of Guadalupe Valley to a connection with the Guadalupe Canyon Expressway at the top of the hill. It would tie together disconnected parts of the community, improve access to downtown Brisbane and provide an alternate route to the proposed high school. The route would include an improved entrance into Central Brisbane from Bayshore Boulevard. In Central Brisbane, the street is proposed to have a median divider with left turn storage lanes. In the hills, the street should be designed to follow the contours and avoid excessive cuts and fills, possibly built on split levels.

San Bruno Avenue. San Bruno Avenue is proposed to be straightened and widened in the Brisbane Acres area to improve its function as a second entrance to Central Brisbane.

San Bruno Mountain Scenic Road. This road is proposed to wind up the hill to the top of San Bruno Mountain and along the ridge, to serve as a parkway within the proposed San Bruno Mountain Regional Park. Vantage points along its way would command spectacular views of the Bay area. The road would offer a new, scenic approach to San Francisco.

Other Secondary Streets and Frontage Roads. Other routes shown on the General Plan provide access to destinations or points-of-origin within the Planning Area.

### Collector Streets

In providing for collector streets, the greatest complications occur in Central Brisbane. Past residential development in Central Brisbane did not provide for streets built to collector standards. Improvement of existing streets in the built-up sections of the hill area will now be difficult. Humboldt Road, Annis Road, Upper Visitacion Avenue and the western section of Monterey Street should be improved as collectors from nearby residential streets. Humboldt Road is shown extended across Glen Canyon. Parking bays at frequent intervals along the collector streets are recommended to eliminate on-street parking and make the streets function more efficiently.

### Existing Residential Streets

The program of improvement of the existing residential streets in presently developed Brisbane should be continued. Each street will need



to be studied separately to determine the proper solution. One-way traffic patterns should be investigated in lieu of substantial street widening.

### Rapid Transit

A rapid transit line is proposed passing through Brisbane, extending from downtown San Francisco to connect with another proposed line south of the Airport. It would serve industrial areas in San Francisco, Brisbane and South San Francisco as well as the Airport. Two stops are proposed in Brisbane: 1) north of the Geneva Avenue extension; 2) opposite the entrance to Central Brisbane. In the case of the Central Brisbane stop, the station could be a part of the proposed park development around the lagoon.

The new Southern Bay Crossing should be designed to accommodate a Trans-Bay rapid transit line, whether needed now or in the future. A Southern Bay Crossing in the Brisbane location would permit easy connection of the trans-bay rapid transit line to the north-south route proposed to pass through Brisbane.

### Other Public Transit

A local bus system is needed within the Brisbane area to include service to outlying areas and service to the rapid transit stops.

Heliport and a hover-craft service should be provided in the future. The most advantageous locations for the terminals cannot be determined at this time.

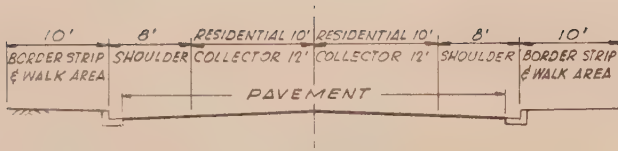
### Railroad

No additional major railroad facilities are anticipated except additional spur tracks and sidings in the industrial areas. The termination of repair facilities in Brisbane may allow some reduction in size of the railroad yards. The General Plan shows railroad switching and holding yards occupying approximately the same area as today.

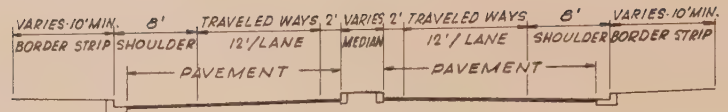
The proposed extension of Geneva Avenue will have to cross over the railroad yards to avoid interference with the yard's operation.

### Street Development Standards

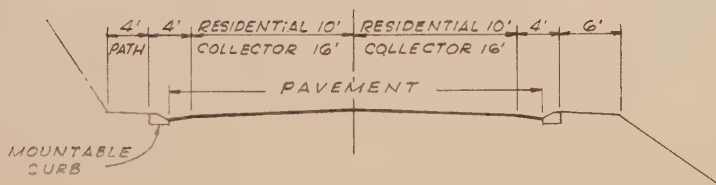
Rights-of-way for streets are based on 1) the number of lanes needed to handle anticipated traffic volumes, combined with other requirements such as: 2) median dividers (if any) sufficiently wide to accommodate left turn storage lanes and landscaping; 3) on-street parking, if desirable; 4) sidewalk and planting space between the curb and property line. Protection of future rights-of-way against development is important. "Official Plan Line" legislation can be used to reserve future rights-of-way. Wherever possible, major thoroughfares should be developed with limited access from individual properties. This can be accomplished by the use of frontage roads or lots backing rather than fronting



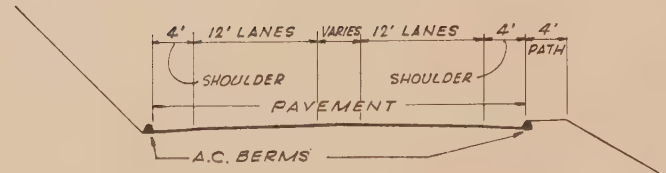
RESIDENTIAL & COLLECTOR  
TYPICAL SECTION



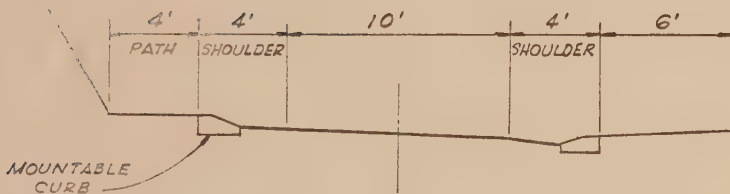
MAJOR OR SECONDARY  
TYPICAL SECTION



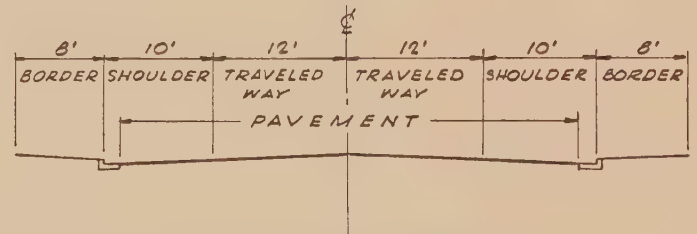
RESIDENTIAL & COLLECTOR  
SPECIAL HILLSIDE SECTION



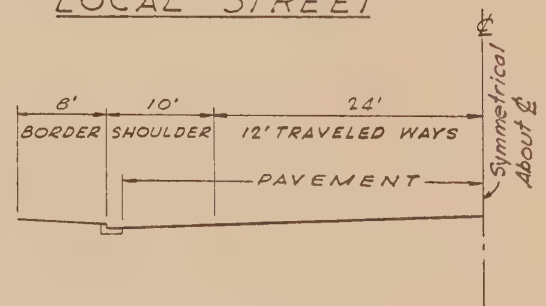
MAJOR OR SECONDARY  
SPECIAL HILLSIDE SECTION



ONE-WAY RESIDENTIAL  
SPECIAL HILLSIDE SECTION



LOCAL STREET



MAJOR STREET

# STREET SECTIONS

GEORGE S. NOLTE  
CONSULTING CIVIL ENGINEERS, PALO ALTO

INDUSTRIAL AND COMMERCIAL  
TYPICAL SECTIONS



# Recommended Minimum Street Standards for Brisbane General Plan Area

## D e s i g n   S t a n d a r d s

| Functional Street<br>Classification | No. of<br>Lanes | Max. ADT<br>(approx.) | R.O.W.               | Width  |        | Parking or<br>Shoulder | Minimum<br>Radius<br>of Curve | Maximum <sup>1/</sup><br>Desirable<br>Grade | Minimum<br>Non-Passing<br>Sight<br>Distance |
|-------------------------------------|-----------------|-----------------------|----------------------|--------|--------|------------------------|-------------------------------|---|---|
|                                     |                 |                       |                      | Curb   | Median |                        |                               |   |   |
| Freeway                             | 4-8             | 125,000               | Varies <sup>2/</sup> | Varies | Varies | Varies                 |                               | 6%  | 600'  |
| Expressway                          | 6               | 47,000                | 130' <sup>3/</sup>   | 110'   | 22'    | 8'                     | 1,200'                        | 7%  | 475'  |
|                                     | 4               | 28,000                | 106' <sup>3/</sup>   | 86'    | 22'    | 8'                     | 1,200'                        | 7%  | 475'  |
| Major or Secondary<br>Street        | 4               | 18,000                | 100'                 | 84'    | 16'    | 8'                     | 1,000'                        | 8%  | 350'  |
| Collector Street                    | 4               | 16,000                | 84'                  | 64'    | 0'     | 8'                     | 500'                          | 12%   | 250'  |
|                                     | 2               | 5,000                 | 60'                  | 40'    | 0'     | 8'                     | 500'                          | 12%   | 250'  |
| Industrial-Commercial               | 4               | 15,000                | 84'                  | 68'    | 0'     | 10'                    | 500'                          | 8%  | 275'  |
| Local Street:                       |                 |                       |                      |        |        |                        |                               |   |   |
| Industrial-Commercial               | 2               | 5,000                 | 60'                  | 44'    | 0'     | 10'                    | 400'                          | 8%  | 275'  |
| Residential                         | 2               | 1,400                 | 56'                  | 36'    | 0'     | 8'                     | 200'                          | 15%   | 160'  |
| Minor Residential                   | 2               | 500                   | 50'                  | 28'    | 0'     | 4' <sup>4/</sup>       | 200'                          | 15%   | 160'  |
| Cul-de-sac or Loop                  | 1               | 250                   | 40'                  | 18'    | 0'     | 4' <sup>4/</sup>       | 200'                          | 15%   | 160'  |

<sup>1/</sup> Minimum Grade: 0.5%, 1.0% desirable.

<sup>2/</sup> Full control of access.

<sup>3/</sup> Access and parking control at critical locations.

<sup>4/</sup> Parking on one side only, or partially outside traveled way.

major thoroughfares.

General street standards are indicated in a table and shown graphically on the previous page.

The table "Recommended Minimum Street Standards for the Brisbane Planning Area," presents recommended design standards. Streets have been classified by function and characteristics.

The right-of-way width shown in the table assume a level roadbed location or application of slope easements or retaining walls in the hillside areas. In new subdivisions, slope easements should be obtained where necessary to protect the earth slopes from destruction or encroachment. In areas where improvement of existing streets is undertaken, economics will largely determine whether to obtain additional right-of-way, slope easements, or to build retaining walls. One-way traffic patterns in lieu of widening should be investigated.

Street sections shown on page 36 indicate typical and special designs for residential and collector, major or secondary, industrial and commercial streets. These sections show a twelve foot lane for all streets except residential, which have a ten foot lane. In hillside locations, split streets can be used to minimize right-of-way needs and cut and fill slopes.

Parking. The eight and ten foot wide paved shoulders on the typical sections are for curbside parking. Special hillside street sections with continuous parking space on one side of the road are recommended. Parking bays are special widenings in the street to park one or two cars adjacent to each lot and may be constructed where level space can be provided.

Border strips for landscaping, sidewalks, paths, and for accommodation of utilities, are shown on all sections. Vigorous efforts toward development and maintenance of border strips and medians is essential for beautiful streets, both now and in the future.

Drainage water should enter the street from the border strips over the top of the curbs or berms, and then flow along in the gutter at the face of the curb or berm. Catch basins should carry away the water whenever it spreads into the traveled way. For reasons of public safety, it is usually not desirable to provide open drainage ditches within the street section. Open ditches are dangerous and often become unsightly repositories for trash.

## PUBLIC FACILITIES

The General Plan provides a basis for locating needed future public facilities. The objective of the Plan is to provide adequate public facilities for the continued health, safety and enjoyment of the citizens and users of land in Brisbane.



## Principles to Use in Public Facilities Development

General principles governing the provision of public facilities are:

- . Site and building standards for public facilities and the extension of utilities should be based upon the distribution and the density of the population and the type of land use to be served.
- . Construction or expansion of the Civic Center, schools, parks, fire stations, utilities, etc., should proceed in concert with the growth of the community.
- . A highest quality of site and building design should be provided for all public facilities, to inspire high quality of design in adjacent private development.

The following principles should be followed in the development of the school system:

- . A school should be centrally located in relation to the population it is to serve.
- . School sites and service areas should be selected so as to avoid making children cross thoroughfares.
- . Schools and parks should be adjacent and designed to function as a unit.
- . A school should serve both educational and cultural needs through the neighborhood use of school auditoriums or multi-purpose rooms.

The following principles should be followed in providing a park-recreation system:

- . Park and recreation areas should be provided throughout the Planning Area.
- . A large regional park should be developed on San Bruno Mountain and another along the waterfront.
- . The open waters of the Bay should be protected according to the Plan.
- . Each neighborhood should have numerous parks and play areas providing for the particular needs of the people in the neighborhood.
- . Canyons, ravines, drainage courses and planted, man-made slopes should be landscaped and reserved as open space and green areas.
- . Landscaping of industrial areas should be encouraged, including landscape screens around unsightly activities.

- . Major trafficways should be landscaped to minimize noise and make the view attractive for motorists and land users.
- . Parks should be located adjacent to schools to permit joint use of facilities.
- . Joint use of facilities by the City and the school districts should be continued.

### Schools

School needs in the Brisbane General Plan by 1990 reflect growth in population, population age characteristics, and the residential density for each section shown on the General Plan. Changes in the present school district boundaries may be expected through unification of districts in the next few years. This change of districts is assumed in the General Plan for the Franciscan Heights area.

School proposals in the General Plan will need to be reviewed in the light of any changes in educational or design standards or if substantial changes are made in the Plan.

### Determining School Needs

By 1990, the population in the Brisbane Planning Area is expected to continue to generate a relatively low ratio of young, school-age children. New residents are expected to be mainly single persons, young married couples with few or no children, older married couples without children or with high school age children. The table below shows typical relationships between the type of housing and the number of school children generated by that housing, as determined by various recent studies. Factors, such as quality of housing and rental practices, may change the number of school children generated per housing unit.

#### School Children Generated by Multi-Family Housing

| <u>Area</u>        | <u>No. of Units<br/>per Structure</u> | <u>School Children/<br/>Household<br/>K-8</u> | <u>School Children/<br/>Household<br/>K-6<br/>(Interpolated)</u> |
|--------------------|---------------------------------------|---|--|
| Santa Clara County |                                       |   |  |
| <u>1/</u>          | 3-4                                   | .23   | .18  |
|                    | 5-19                                  | .13   | .10  |
|                    | 20 or more                            | .09   | .07  |
| City of San Mateo  |                                       |   |  |
| <u>2/</u>          | All apts.                             | .12   | .10  |

- 1/ Santa Clara Planning Department Info. Bulletin No. 101, February, 1963.  
2/ San Mateo City Planning Department, Housing--San Mateo, Calif.--1963.



TABLE continued

School Children Generated By Multi-Family Housing

| <u>Various Multiple<br/>Developments<br/>in the Bay Area<sup>1/</sup></u> | <u>School Children/<br/>Household<br/>K-12</u> | <u>School Children/<br/>Household<br/>K-6(Interpolated)</u> | <u>School Children/<br/>Household<br/>7-8(Interpolated)</u> |
|---|--|---|---|
| "High-Rise"   | .026   | .015  | .004  |
| Garden Apartments   | .287   | .167  | .044  |

Table III in the Appendix shows the projected 1990 school children per housing unit and the distribution of students by neighborhood area.

Parks and Recreation

When Brisbane's development began thirty-five years ago, three canyons comprising about 3 acres were deeded as park land for use of Brisbane residents. These canyons are now valuable fingers of open space and green area, extending down the hillside into the built-up area of Central Brisbane. Although they are important visually, they are as yet undeveloped for recreational use. A two-acre playground-recreation center adjacent to the Lipman School is the only developed public recreation facility in Brisbane, other than school playgrounds.

The surrounding, privately owned hill area, still in its natural state, provides a setting for Brisbane which may be lost in the future.

Brisbane must plan to provide for three types of recreation:

- . Active play areas, both indoors and outdoor
- . Parks and passive recreation areas
- . Special recreation facilities, such as the marina, downtown plazas, paths and trails, and the fingers of open space and green area.

The following is a description of the major proposals shown on the General Plan to provide for the future park and recreation needs of Brisbane.

San Bruno Mountain Regional Park. A 700-acre regional park, encompassing most of the San Bruno Mountains, is designated in the General Plan. A recent study by the San Mateo County Planning Commission<sup>2/</sup> recommends this site as a first priority need for the North County because:

- <sup>1/</sup> Marin County Planning Department, Location and Evaluation of Elementary School Sites, Reed Union School District--January, 1964.
- <sup>2/</sup> "Parks, Recreation Areas and Open Space in San Mateo County," San Mateo County Planning Commission, May, 1961.

- . It is near population centers in need of easily accessible recreation.
- . It is desirable because of its scenic interest.
- . It is in danger of encroachment and occupation by incompatible uses.

The park hillsides will need reforestation. Brisbane's internal fingers of open space and green areas would lead into the park. The Brisbane quarry site, after abandonment, is suggested as the site for park headquarters accessible from Brisbane's Park Drive. An aerial cable car is suggested from a public parking lot at the park headquarters to a mountain top aerial restaurant, overlooking the Bay Area.

Bayside Regional Park. A waterfront park, consisting of about 120 acres, is proposed extending from the south Brisbane city boundary to the north boundary. The park is proposed to be served by loop drives from the proposed Waterfront Expressway. Water-oriented recreation facilities, including small fishing piers, are proposed at frequent intervals.

Marina. A marina is proposed as the focal point of Brisbane's waterfront. Associated uses proposed in the harbor area include a boat launching facility, boat sales, a motel, restaurants, a yacht club and complementary shops and stores.

Other Park and Recreation Areas. The General Plan shows playgrounds, parks and special recreation facilities in each neighborhood. For Central Brisbane, recognizing present deficiencies, the Plan proposes several play lots, and the development of passive recreation areas in the canyons for sitting, picnicking, barbecuing, walking and nature study. The recreation center adjacent to the Lipman School, although suffering from a wind problem, is convenient to the older population of Central Brisbane and is proposed to be enlarged as an indoor recreation center. The vacant land on the slope below the center is proposed to be used for this purpose. A wind screen should be provided. The pedestrian walkway from Mariposa Street to Alvarado Street should be landscaped and extended up the hill to connect with paths and trails in the regional park.

### Civic Center

The Civic Center is recommended to be located in the block bounded by Visitacion Avenue, San Francisco Avenue and the Old County Road. As a community focal point, this location would be convenient to the residents of Brisbane. In addition to City offices and meeting chambers, it is recommended that the Civic Center include a new post office, a library, offices for State and Federal activities, an art exhibit hall, and other cultural facilities. A more detailed Civic Center study is included in the Appendix to this report.



### Corporation Yard

A corporation yard is appropriately located in an industrial area. A site of 2.5 acres is proposed in the General Plan to be reserved for a city corporation yard in the Bayshore industrial area. The yard should be screened from view by landscaping.



New development should repeat the variety of Central Brisbane.



| Residential |                                 |         |
|-------------|---------------------------------|---------|
|             | dwelling units/residential acre |         |
|             | LOW DENSITY                     | 1 to 6  |
|             | MEDIUM DENSITY                  | 6 to 25 |
|             | HIGH DENSITY                    | over 25 |

| Commercial |  |
|------------|--|
|            | RETAIL & SERVICE COMMERCIAL              |
|            | PROFESSIONAL - ADMINISTRATIVE - RESEARCH |
|            | THOROUGHFARE COMMERCIAL                  |
|            | VISITOR COMMERCIAL                       |

| Industrial |                         |
|------------|-------------------------|
|            | INDUSTRIAL PARK         |
|            | RAILROAD YARD & UTILITY |

| Public & Quasi-Public                     |   |
|---|---|
|   | PARKS & RECREATION                        |
|   | LANDSCAPED GREENWAYS, BUFFERS OR PARKWAYS |
| NOTE: SEE SYMBOLS FOR PARTICULAR FACILITY |   |

| Symbols |                          |          |                        |
|---------|--------------------------|----------|------------------------|
| L       | PASSIVE RECREATION AREA  | EXISTING | SCHOOLS:               |
| C       | INDOOR RECREATION CENTER |          | ELEMENTARY             |
| R       | PLAY AREA                |          | JUNIOR HIGH            |
|         | VIEWPOINT                |          | HIGH                   |
|         | PATHS OR TRAILS          |          | CIVIC CENTER           |
|         | PLANNING AREA BOUNDARY   | F.S.     | FIRE STATION           |
|         | CITY BOUNDARY            |          | SEWAGE TREATMENT PLANT |
|         | NEIGHBORHOOD BOUNDARY    |          |                        |

| Circulation                 |                             |
|-----------------------------|-----------------------------|
| (dashed lines are proposed) |                             |
|                             | FREEWAY                     |
|                             | EXPRESSWAY                  |
|                             | MAJOR OR SECONDARY STREET   |
|                             | COLLECTOR OR SERVICE STREET |
|                             | RAILROAD                    |
|                             | RAPID TRANSIT LINE & STOP   |



BRISBANE California

THE GENERAL PLAN 1990

WILLIAMS, COOK & MOCINE CITY & REGIONAL PLANNING

1212 TWELFTH AVENUE SAN FRANCISCO CALIFORNIA 94118



IN EARLIER DAYS



IN 1965



FACING THE FUTURE



TRANSPORTATION WILL CONTINUE TO AFFECT THE CITY



THE PRESENT VIEW OF THE BAY



INDUSTRY AND RESIDENCES EXIST SIDE BY SIDE







Day-to-day decisions will largely determine the success or failure of the General Plan.



## SECTION IV

### CARRYING OUT THE GENERAL PLAN

For about 18 months, Brisbane has been working on the task of developing this General Plan to guide the future development of the community. Over 60 citizens have served on study committees to consider every aspect of the City's growth. Many other citizens have carefully followed the progress of their work, attending presentations, discussion groups and public hearings, contributing their thinking to the Plan. The Planning Commission and City Council, working with the City's staff and its planning consultants, have discussed and weighed each element of the General Plan throughout the study.

All the hard work put into this Plan will be meaningless unless the Plan is used. Citizens, developers, and investors will turn to the General Plan for answers to their questions about the City's future. Developers and investors are likely to accept the General Plan and follow it if it is logical and persuasive, and particularly if the City itself gives evidence of respecting the Plan in its own development activities. Each development decision made in accordance with the principles and policies of the Plan becomes a reason for making the next decision in the same direction. Thus a major function of the Plan is to serve as a source of public information and education.

There are also legal and administrative tools to aid the City in achieving its planned objectives. Among these are zoning, the regulation of land subdivision, urban renewal, a capital improvement program, and a referral procedure. Each of these is discussed below.

The strength of each of these procedures, educational, legal, or administrative, however, depends on mutual recognition by citizens and officials alike that the Plan does, in fact, present the most desirable pattern for future development. Conditions change and so do the desires and aspirations of the citizens. A Plan must, therefore, be able to be adapted to new development and changing needs. The General Plan, which represents so much hard work on the part of all sectors of the community, will soon be out of date unless it is carefully and systematically reviewed. It is recommended that the City Council establish a regular annual review of the General Plan and instruct the Planning Commission to report each year on needed changes and extensions. A sound initial General Plan kept up-to-date by regular review and amendment will provide a strong foundation for the legal and administrative procedures set forth below.

#### ZONING

The Brisbane General Plan serves as a comprehensive long-range, general guide. By contrast, a zoning ordinance is specific, immediate, and limited primarily to control of private land development. Because it provides controls over land use, heights and volumes of buildings, and open spaces around buildings, the zoning ordinance is the single, most important tool to carry out the General Plan. It must insure high

standards of land development without unduly restricting private initiative or causing excessive development costs.

In recent years, the scope of zoning legislation has been widened to include many phases of community development previously regarded as beyond the scope of the police power. The courts have reasoned, for example, that the external design and appearance of buildings may be controlled by zoning ordinances. It is now recognized to be important that some districts be zoned exclusively for specific types of uses. Industrial and major commercial uses are protected from encroachment by residences as firmly as residential areas are protected from industrial uses. As a result, zoning ordinances have become more complete and effective, and in some respects (such as in the procedures for the design of integrated residential and commercial developments), more flexible. To do this job properly, they have also become longer and somewhat more complex.

Brisbane's existing zoning ordinance will need to be rewritten in order to carry out many of the provisions of the General Plan. New zoning districts will be required as well as additional regulatory sections.

### Zoning Principles

A new zoning ordinance, in order to obtain the greatest benefits from the opportunities which exist in the City of Brisbane, should reflect the following principles:

1. Its pattern of land uses should be based on the Brisbane General Plan.
2. In order to give realistic guidance to the location of future development, without unduly restricting the location of such development, land should be zoned for future intensive development about five years in advance of such development.
3. The importance to the community of all legitimate uses of land should be recognized--residential, commercial and industrial. Thus, each district should be quite exclusive in respect to every other zoning district, i.e. industrial uses should be protected from encroachment by residential uses as firmly as residential uses are protected from industrial encroachment.
4. The importance to the public welfare of beauty and order should be emphasized. This principle can be implemented by provision for site plan review, architectural review, and landscaping requirements. Such provisions do not stifle individual initiative or force adherence to any particular style of design, but provide the minimum amount of direction necessary to promote orderliness of appearance throughout the City.
5. Area, yard, off-street parking, and other standards should be based on the best accepted contemporary practices, in order that the ordinance may exercise positive control over future



development. Variance from the strict application of such standards is available where hardship conditions can be demonstrated.

6. Uses which if improperly planned or located might adversely affect adjoining uses, should be "conditional uses," subject to review by the Planning Commission. Wherever possible, special requirements for conditional uses should be specified in the ordinance.
7. Industrial uses should be controlled by "performance standards," rather than through the use of long lists of permitted industries. This would enable potential industrial nuisances to be measured factually and objectively, thus protecting industries from arbitrary exclusion based solely on past performance, and at the same time protecting the community against unsatisfactory performance of any industry.
8. An agriculture-reserve zone, including tideland areas, may be used in areas where change from open land to intensive development is expected at an undetermined future time. This zone is designed to permit the proposed new subdivision regulations together with the planned community district provisions of the zoning ordinance to be effective in bringing about a type and quality of land development consistent with the Brisbane General Plan.

#### Zoning Districts

It is recommended that the present Zoning Ordinance be revised to include new districts and delete some existing districts. At present, the Brisbane Zoning Ordinance contains 16 zoning districts and 13 supplemental zones which may be applied to further restrict the standards required in the zoning districts. The zoning districts are as follows:

|     |  |
|-----|--|
| R-E | Residential Estates Residential                          |
| R-1 | One-Family Residential                                   |
| R-2 | Two-Family Residential                                   |
| R-3 | Multiple-Family Residential                              |
| R-4 | Multiple-Family Residential (Planned Apartment District) |
| F-1 | Forestry and Conservation                                |
| A-1 | Agricultural   |
| A-2 | Exclusive Agricultural                                   |
| A-3 | Floricultural  |
| P   | Parking  |
| H-1 | Limited Highway  |
| C-1 | Neighborhood Business                                    |
| C-2 | General Commercial                                       |

- M-1     Light Industrial
- M-2     Heavy Industrial
  
- U-1     Hog Ranching

Supplemental zones range from 500 square feet to five acres per dwelling unit and may be combined with many of the above zones.

Many of the districts in the present Ordinance are too broad and inclusive. For example, all types of residential uses are permitted in the commercial districts. Other districts, such as A-2, A-3 and U-1, are redundant and will not be needed in the future.

A total of 14 districts is recommended for consideration in a new zoning ordinance. The new districts would be tailored closely to anticipated types of new development in Brisbane, such as tourist-serving and professional-administrative office uses, and being less all-inclusive, would give the City more precise control of new development. The districts proposed are summarized on the table on the following page and described briefly below.

1. An agriculture-reserve district would preserve in open use land suited to eventual development for other uses, if and when needed.
2. Four residential districts, subdivided into a wide range of density categories, are proposed to provide for a variety of dwelling types and a gradual increase in density from less than one family per gross acre to over 20 families per gross acre.
3. Five commercial districts are proposed to accommodate a wide range of commercial activity systems, including two retail districts (central commerce and neighborhood shopping), a thoroughfare commercial (automobile-oriented) district, a visitor commercial (visitor and transient services) district, and a professional-administrative (offices) district.
4. A series of industrial zones ranging from research to general industry.

#### Other Provisions

Planned residential, or commercial and industrial development projects and projects combining various uses should be permitted subject to development plan approval in accordance with a procedure outlined in the new Zoning Ordinance. Rigid adherence to otherwise applicable provisions of the Zoning Ordinance would then not be necessary or required.

Improvement of the appearance of Brisbane is an important objective of the proposed new zoning. Architectural review of developments in critical areas and strict regulation of signs is recommended. Billboards are unnecessary in Brisbane and should be prohibited.



Suggested Zoning Districts for the Brisbane Zoning Ordinance

| District Designation |                                  | Principal Permitted Uses   | Building<br>Site Area | Area Per<br>Dwelling<br>Unit | In Feet      |               |              |              |
|----------------------|----------------------------------|--|-----------------------|------------------------------|--------------|---------------|--------------|--------------|
|                      |                                  |  |                       |                              | Lot<br>Width | Front<br>Yard | Side<br>Yard | Rear<br>Yard |
| In Acres             |                                  |  |                       |                              |              |               |              |              |
| A-R                  | Agriculture-Reserve              | Customary agriculture uses;<br>one-family dwellings accessory<br>to agricultural uses                                | 40<br>10              | 40<br>10                     | 200          | 50            | 20           | 50           |
| In Square Feet       |                                  |  |                       |                              |              |               |              |              |
| R-1                  | Residence-One-Family<br>Detached | One-family dwellings;<br>schools, churches & usual<br>community facilities   | 40,000                | 40,000                       | 160          | 35            | 10           | 40           |
|                      |                                  |  | 20,000                | 20,000                       | 100          | 20            | 10           | 40           |
|                      |                                  |  | 10,000                | 10,000                       | 80           | 20            | 8            | 30           |
|                      |                                  |  | 7,000                 | 7,000                        | 60           | 20            | 6            | 25           |
| R-2                  | Residence-Group or<br>attached   | One-family row group or<br>terrace houses, & duplexes;<br>schools, churches, & usual<br>community facilities         | 6,000                 | 4,000                        | 60           | 20            | None         | 25           |
|                      |                                  |  |                       | 3,000                        | 30           | 20            | "            | 25           |
| R-G                  | Residence-Garden<br>Apartment    | One to three story multi<br>family dwellings; schools,<br>churches & usual<br>community facilities                   | 10,000                | 2,500                        | 80           | 20            | 10           | 20           |
|                      |                                  |  |                       | 1,500                        | 80           | 20            | 10           | 20           |
| R-H                  | Residence-High-Rise              | High rise multi-family<br>dwellings; accessory<br>commercial facilities,<br>related public facilities                | 10,000                | 800                          | 80           | 20            | Variable     | 20           |
| C-V                  | Commerce-Visitor                 | Motels, hotels, restaurants,<br>commercial recreation &<br>specialty shops (conditional)                             | 5,000                 |                              | 50           |               |              |              |
| C-O                  | Commerce-<br>Professional        | Professional & administrative<br>offices; medical & dental<br>clinics  | 5,000                 |                              | 50           |               |              |              |
| C-T                  | Commerce-<br>Thoroughfare        | Vehicle-related sales and<br>service establishments,<br>recreation & entertain-<br>ment facilities, restau-<br>rants | 5,000                 |                              | 50           | 20            |              |              |
| C-N                  | Commerce<br>Neighborhood         | Shops, stores & offices<br>providing for the day-<br>to-day needs of residen-<br>tial areas                          | 5,000                 |                              | 50           |               |              |              |
| C-C                  | Commerce-Central                 | Retail establishments,<br>services, offices, banks,<br>& entertainment estab-<br>lishments, hotels                   | 5,000                 |                              | 50           |               |              |              |
| I-R                  | Industry-Research                | Executive offices, research<br>& experimental laboratories<br>& facilities   | 20,000                |                              | 100          | 50            | 20           |              |
| I-L                  | Industry-Limited                 | Warehousing, processing,<br>assembly & light manu-<br>facturing meeting strict<br>performance standards              | 10,000                |                              | 80           |               |              |              |
| I-G                  | Industry-General                 | Manufacturing & processing<br>activities meeting pre-<br>scribed performance<br>standards for cleanliness,<br>etc.   | 20,000                |                              | 100          |               |              |              |
| T-W                  | Tidelands-<br>Waterfront         | Filling, bulkheads, yacht<br>facilities, and other<br>appropriate uses by use<br>permit only                         |                       |                              |              |               |              |              |

## The Zoning Map

Brisbane's present zoning map is assisting in the orderly development of the City. Nevertheless the present zoning map is unable to reflect the land development policies contained in the General Plan. Inconsistencies of the zoning map in relation to the General Plan include:

1. A small area in Brisbane Acres, presently in residential use, is zoned for light industry.
2. Multi-family zones are insufficient in area and in some cases are not properly located.
3. Existing downtown commercial areas should be protected from encroachment by residential uses.

In the preparation of a new zoning map, the following changes are suggested:

1. Utilization of the proposed new zoning districts will permit more precise control of the types of uses, such as the central commercial zone for appropriate locations in the downtown area in place of the neighborhood business commercial category.
2. Use of the "tidelands-waterfront" zone to protect the Bay open water areas and to control waterfront development when it occurs.
3. Use of the "agriculture-reserve" zone in order to protect open or cultivated lands which are annexed to the City prior to development.
4. Basing all use-zones primarily on the General Plan, recognizing, however, that land should be zoned for intensive use only about five years before development.
5. Careful coordination of City and County maps at the edges of Brisbane--the County should be encouraged to institute zoning to the south and west of Brisbane based upon the Brisbane General Plan.

## PLANNED COMMUNITY DEVELOPMENT

The largest area of privately owned land in the Planning Area is controlled by the Crocker Land Company. This suggests an opportunity for the City and the land owner to plan jointly for location and staging of development to their mutual advantage. Such cooperation can mean better community design, more usable private and public open space, a satisfactory range of housing types and values, lower costs for the installation and maintenance of utilities, and more attractive saleable properties. These potential economies and advantages are great enough to justify every effort on the part of the City to foster cooperation with the County and the landowners in the development of the Planning Area.



It is recommended that the City Council establish a Planned Community procedure in its Zoning Ordinance which will permit large scale development controlled by performance standards, over-all density requirements and effective aesthetical controls. This type of flexibility will be attractive to the developer and will facilitate the planning and construction of balanced neighborhoods.

### SUBDIVISION CONTROL

New subdivisions will be developed in the now undeveloped portions of the Brisbane Planning Area. The character of the future City will be greatly affected by the quality of the Subdivision Ordinance and the attention given to careful administration of the Ordinance. A new Subdivision Ordinance should be prepared following the adoption of the General Plan.

#### Subdivision Design Standards

Following are some of the more important design standards which will be incorporated in a new Subdivision Ordinance for Brisbane:

1. Thoroughfares should be required to conform to those shown in the General Plan; collector streets should be provided to give access to and from thoroughfares; access to thoroughfares should be limited and frontage roads provided, unless lots back onto such thoroughfares; widths of all streets and thoroughfares should be in accordance with General Plan standards.
2. Street trees should be required in all subdivisions.
3. Extra depth should be required for lots backing on thoroughfares, playgrounds, parks, schools, and shopping centers.
4. Extra width should be required for corner lots.
5. Underground utilities should be required for all subdivisions.
6. Design standards should control the locations for schools, shopping centers, etc. and require the reservation for a reasonable time of sites for public purchase.
7. Design standards should be established for hillside subdivisions which would recognize both the problems and the opportunities of such steep-land development. In particular, attention should be given to the preservation of canyons and ravines to provide a network of open spaces interspersed through residential areas.
8. Design standards should be established for non-residential subdivisions.

## Subdivision Conference

It is desirable to require that the developer confer with the planning staff, the City Engineer, and a member of the Planning Commission, prior to the filing of a Tentative Map. This procedure is usually beneficial to the subdivider, as well as the Planning Commission, since many problems can be worked out before the subdivider has gone to the expense of preparing a Tentative Map.

## CAPITAL IMPROVEMENT PROGRAM

### Purpose of Capital Improvement Program

The major purpose of capital improvement programming is to obtain an orderly scheduling and assignment of priorities for the capital investments which Brisbane will undertake, in any case, within the next few years. Most communities project the capital improvement program for six years. The first year of the program becomes the current year's capital budget. Capital improvement programming coordinates public projects and is a powerful tool for carrying out the General Plan. It closes the gap between fiscal and physical planning. Among the specific advantages of the capital improvement program are the following:

1. It requires an annual review of community needs and an estimate of resources available to satisfy them, with the General Plan serving as a guide.
2. It provides a forecast of long-term demands on the City's tax revenues and borrowing power.
3. It can result in a more stable tax rate.
4. It can facilitate efficient use of municipal manpower and equipment both in the planning and construction stages of projects.
5. It can make possible the purchase of public sites at substantially lower cost in advance of subdivision or improvement.
6. It can afford an opportunity for private investors, public utilities, business and industry to coordinate their development programs with those of the City.
7. It can protect the City Council from the pressure of special interest groups, and insure that public facilities are provided where needs are greatest and justification is strongest.
8. It can permit the City to secure the maximum value from its capital investments; e.g., allow the use of City capital investments to match Federal and State funds for urban renewal, parks, open space, and other programs.



### Method of Preparing Program

There is no one accepted method of preparing a capital improvement program, but most of the programs in operation in U. S. cities have the following general characteristics:

1. Each operating department prepares a list of capital expenditures anticipated within the next six years. Projects are listed in order of priority. Projects requested for the ensuing year are identified as the current capital budget request.
2. A form is prepared for each listed project giving information as to justification, service area, construction or acquisition cost, source of funds if known, additional operating costs or savings, etc. The greatest detail is required for those projects to be included in the current capital budget request.
3. The six-year capital improvement program of each department is submitted for review by the planning staff and commission. The planning staff and commission review each project in relation to the following factors:
  - a. Is the project properly located as determined by the land use recommendations in the General Plan?
  - b. Is the project of the proper size within the life of the improvement to serve the number of people, volume of traffic or other requirements projected for its service area by the General Plan?
  - c. Can the proposed improvement be combined with a project of another department in such a way as to result in construction or operating economies or improved community service?
  - d. Will the project conflict with a project of another department in such a way as to impair the efficiency of either?
  - e. Are the operating or access requirements of the project such that it will require the provisions or extension of services by another department beyond those now available?
  - f. Are there any peculiar characteristics of size, shape or operation of the project which require special treatment in either location or design in order that the project may fit smoothly into its environment?

In connection with this review, the manager's staff meets one or more times with each of the operating departments in an effort to arrive at a mutually agreed upon program and avoid basic conflicts. Where conflicts are unavoidable, however, the operating department should be given an opportunity to present its arguments directly to the City Manager at the time the Planning Commission's report (see 4 below) is submitted.

4. The Planning Commission and staff prepare a report for the City Manager and City Council setting forth the result of their review, recommending approval, disapproval or modification of each project and giving their reasons therefore based on the proposals, principles and standards in the General Plan. The Planning Commission may also point out areas of the City, or types of public improvements, which in their opinion are omitted or improperly represented in the total program.
5. The City Manager will then prepare the current capital budget and a capital program for the ensuing five years based on the report of the Planning Commission and on the fiscal capabilities of the City, the fiscal policy of the City Council, and the City Manager's fiscal program.
6. The City Manager's budget and program are next transmitted to the City Council together with the Planning Commission's report and any dissenting reports of operating departments. In this way, the Council is presented with all of the data necessary to enable it to make a decision on the capital budget and six-year program. The Council, of course, has the final responsibility for the number and priority of the items listed in the current budget and the six-year program.

As the capital improvement process becomes established, a continuity is developed under which the Council, the operating departments and the citizens of the City are encouraged to look ahead and plan for meeting the long-term needs of the community. Each year new projects are added to the top of the list to replace those which are accomplished and removed from the bottom. Priorities are re-examined each year, where necessary, individual projects are advanced or retarded on the list.

The procedure described above may be considered to be typical for the average city. In any particular city the exact procedure will vary according to local custom and desire. Any program for Brisbane should be initiated with sufficient flexibility to allow the procedures to develop in the way that seems most natural to the City. As capital improvement programming begins to be better understood by citizens, department heads, Planning Commission, City Manager and Council, the benefits listed above begin to multiply.

The Brisbane General Plan shows many of the major capital improvements of city-wide significance anticipated to be needed by 1990. Public facilities for which the City is or may be responsible such as thoroughfares, recreation facilities, the Civic Center, fire stations, and sewer systems, will have to be coordinated with district and private utility functions, such as schools and utility lines.

Engineering and precise planning studies are necessary to establish the costs of the projects proposed in the General Plan. Federal loan assistance is available for the more detailed planning of certain municipal projects such as storm and sanitary sewer improvements, the Civic Center, and new thoroughfare alignments.



Projects Recommended for Capital Improvement Consideration in the General Plan

A preliminary analysis should be made by the City to evaluate capital improvements proposed in the General Plan and indicate those projects which will need detail planning and cost estimation. The following projects are believed to be the most important to Brisbane:

1. Detailed planning, official plan lines, land acquisition and construction, or improvement of the following thoroughfares:
  - a. New entrance into Central Brisbane from Bayshore Freeway.
  - b. Extension of San Francisco Avenue to Bayshore Freeway.
  - c. Extension of Geneva Avenue to Bayshore Freeway.
  - d. San Bruno Road improvement in the Brisbane Acres area.
  - e. Industrial Way.
  - f. Martin Street-Main Street extension to Bayshore Boulevard.
  - g. Extension of Humboldt Road to Annis Road.
  - h. Extension of Inyo to Monterey Street.
2. Planning, cost analysis, land acquisition or construction of the following public facilities:
  - a. Civic Center site and initial City offices.
  - b. City corporation yard.
  - c. Storm drainage system.
  - d. Curbs and gutters.
  - e. Extension of utilities in Franciscan Heights and Bayshore industrial area.
  - f. Improvement of Brisbane Elementary School.
  - g. New school sites.
  - h. Improvement of undeveloped park land and expansion of the existing recreation center.
  - i. New park and play area sites.
  - j. Acquisition of the lagoon land and prepare a development plan.

## REFERRAL

Referral is the procedure by which the Planning Commission reviews public land purchases or development programs for conformity with the adopted General Plan, whether such actions have or have not previously been included in a Capital Improvement Program. This important procedure, prescribed in the State Planning Act, enables public improvements to proceed in accordance with the Plan, and helps to eliminate conflicts between proposals by various City departments and other public bodies such as the school board, the County and the State. It is extremely important that the Planning Commission be consulted early in all project planning to make Referral effective.

## URBAN RENEWAL

Urban Renewal offers a means of removing or improving substandard development and allowing the replanning of deteriorated areas which are not being used to their best advantage. The Federal Government will pay up to two-thirds of the net cost of carrying out an approved urban renewal project. For Brisbane to engage in an urban renewal program, the following four steps are required:

1. Determination by the City Council that one or more areas of deteriorated (usually termed blighted) development exist in Brisbane.
2. Appointment of an urban renewal agency (which may be the City Council itself) by the City Council, to study the desirability of an urban renewal program in Brisbane.
3. Designation of one or more urban renewal project areas by the Agency.
4. Application by the Agency to the Federal Government for loan funds to survey and plan the project and funds to pay two-thirds of the cost of carrying out the project. The City's one-third can be met partially through public works carried out to serve the project, and the remainder by the issuance of bonds which can be paid for out of the increase in taxes resulting from new development in the project.

## ANNEXATION PROGRAM

In order to insure a high standard of development, a high level of urban services and effective coordination of development activities in the Planning Area, a continuing active annexation program is recommended. A long-range annexation policy should be adopted and new incorporations or annexation of areas in the Brisbane Planning Area to other municipalities should be discouraged.



### FUTURE PLANNING PROGRAM

To continue an effective planning program, the following sequence planning studies are necessary:

1. Complete revision of Zoning and Subdivision Ordinances as previously described.
2. Capital improvement program as previously described.
3. First phase downtown development plan and program.
4. Long-range Civic Center plan, based on studies determining precise municipal needs.
5. Detailed long-range park and recreation plan, determining precise needs and location for each type of recreation facility, including a development plan for each park or recreation area.
6. Small craft harbor economic feasibility study, including preliminary design and engineering.
7. Detailed industrial area and waterfront plan.
8. Detailed traffic analysis and thoroughfare study, including precise planning of all thoroughfares recommended for improvement and all new thoroughfares.

### OTHER RECOMMENDATIONS

1. As soon as possible after the General Plan is adopted, the City should seek the endorsement of the General Plan by San Francisco, South San Francisco, Daly City and San Mateo County.
2. Joint action with all the neighboring cities and the County will be necessary to establish the regional park on San Bruno Mountain. Because of the park's regional significance, State and Federal assistance should also be sought.







## CITIZENS' ADVISORY COMMITTEE MEMBERS

### Residential Areas

Mrs. Dolores Gomes, Chairman  
Mrs. Bonnie Bologoff  
Cyril Bologoff  
Mrs. M. Addikison  
Walt Johnson  
David Navarro  
Mrs. Lorene Echeberry  
Emil Echeberry  
Mrs. D. Mellgrem

### Parks, Recreation and Schools

Richard Firth, Chairman  
Mrs. Mary Reents  
Howard Reents  
John Bell  
Ben Lilly  
Mrs. Louise Long  
John Gomes  
Norman Babkirk  
Merle With

### General Character

Robert E. Kaiser, Chairman  
Mrs. Gretta R. Kaiser  
Frank King  
Mrs. Mabel King  
Harry Kane  
Robert Solven  
Francis Dunning  
Roy Ward  
Mrs. Harry Kane

### Commercial Area

Samuel Cole, Chairman  
Samuel Cole, Chairman  
Louis Duncan

### Community Facilities

Mrs. Bernice Delbon, Chairman  
Walden A. Delbon  
Mrs. Josephine M. Stasser  
Mrs. Betty Fassett  
John P. Fassett  
Mrs. Janis With  
David With  
Mr. Adkinson  
Mrs. Adkinson  
Mrs. Dorothy Dettmer  
Emil Ross, Jr.

### Industrial Area

Howard McLain, Chairman  
Clarence Moritz

### Ways and Means

Louis Duncan, Chairman  
Mrs. Dolores Gomes  
Richard Firth  
Robert E. Kaiser  
Samuel Cole  
Mrs. Bernice Delbon  
Howard McLain  
Ted Sailor

### Transportation

Ted Sailor, Chairman  
C. H. Richards  
Mrs. Dorothy Radoff  
Mrs. R. Grennie  
L. Scott  
W. C. Gannon  
H. Tikkanen  
Mrs. Harold Arthurs  
C. Moran  
D. J. Fogleman



## APPENDIX A

### BRISBANE CITIZENS' COMMITTEE FOR THE GENERAL PLAN SUMMARY STATEMENTS ON GOALS AND POLICIES AFFECTING CITY DEVELOPMENT

#### INTRODUCTION

The major policy decisions with respect to the future development of Brisbane were made not only by the public officials but by the citizens as well. A Citizens' Advisory Committee was formed early in the General Plan program to develop goal and policy statements covering the various elements of City development. The Citizens' Advisory Committee was organized into study committees, each assigned to study an element of City development and to issue a report on that particular element. The individual reports were reviewed by the Citizens' Advisory Committee as a whole and the summary statements on goals and policies which appear on the following pages evolved. These statements are adopted by the Citizens' Advisory Committee, the Planning Commission and the City Council. They will continue to be used as guides to many of the decisions which will affect the City.

#### SUB-COMMITTEE ON RESIDENTIAL AREAS

##### Goals and Policies:

1. The hill area above Humboldt Road and Kings Road should be developed only with single-family units.
2. Cut and fill on the side of the hills should be very limited.
3. Wider lots on the hills should be encouraged.
4. Apartment buildings should be kept to a minimum in presently developed Brisbane. Apartment buildings should be limited to a very few areas in town. Variances should be issued only after the issue has been carefully studied.
5. Apartment buildings should not obstruct the view of the buildings behind or to their sides.
6. The apartments should be located between the commercial area and the single-family units, but not so they limit the commercial area.
7. Green areas, open space, and landscaping should be provided in all planned unit developments.
8. Adequate off-street parking must be provided for all dwelling units.
9. All utilities should be placed underground in new planned unit developments.

10. A series of density categories must be established: very low--one (1) unit per 15,000 foot lot; low--3; medium--5; high--10; with the smallest apartment in each of these densities not less than 500 square feet.
11. There be an enactment and enforcement of ordinances to maintain safety and sightliness.
12. Mobile home parks should be discouraged from being developed.
13. Tree planting should be encouraged in residential and commercial areas.
14. Traffic flow should not be concentrated in the neighborhoods.
15. Underground storm drains must be included as a part of a street improvement program and all new developments.
16. Sidewalks should be included with street improvement programs in the lower residential and commercial area and in all new developments.
17. Zoning should be used to effectuate the General Plan.

#### SUB-COMMITTEE ON PARKS, RECREATION AND SCHOOLS

##### Goals and Policies for Parks and Recreation:

1. A neighborhood recreation park should be provided in every neighborhood of 3,000 persons or 1,000 families. Wherever possible, these neighborhood parks should be developed in conjunction with elementary school sites.
2. A community recreation park should be provided for each of these three areas (Brisbane, including Brisbane Acres, Crocker Hills, and Franciscan Heights). Wherever possible, these community parks should be planned in conjunction with intermediate or high school sites.
3. Civic parks and plazas should be developed in conjunction with existing and future commercial development in Brisbane.
4. Surrounding San Bruno Mountain hilltops should be retained as open areas to preserve Brisbane's natural beauty.
5. An immediate recreation program adaptable to Brisbane residents of all ages should be developed.
6. The community recreation program should be administered by the City.
7. A network of pathways for foot and bicycle traffic should be developed.



8. An indoor City operated swimming pool should be an integral part of the recreation facilities of the community.
9. Existing waterfront area should be reserved and used solely for boating and recreational activities.
10. If the proposed sanitary fill area is endorsed by the City Council, landscaping should be added as the fill progresses. Part of the area should be reserved for recreation purposes.

#### Goals and Policies for Schools:

1. Housing developers be required to reserve school sites in new subdivisions that are acceptable to the School Board and to the City before final approval is given.
2. The School Board should consult with the Planning Commission and the Recreation Department concerning the location of sites and their joint or multiple use.
3. School sites should be based on acceptable standards and vary according to the projected enrollment of each individual school.
4. Multiple purpose use of school facilities should be considered at all times.
5. Each type of school should be located in relation to public and private facilities.
6. Schools should be located in areas accessible to water, gas, sewer, fire protection and police protection.
7. Each type of school should be located with reference to transportation, safety and accessibility.
8. All school facilities required to provide off-street parking for faculty, visitors and if high school, students.

#### SUB-COMMITTEE ON GENERAL CHARACTER

The committee strongly feels that the unique, rural quality of Brisbane should be maintained. Our mountain topography and verdant countryside yield themselves naturally to such a rustic setting. Any planning not in keeping with such a mood would render unalterable harm; box-like, multi-unit dwellings, low or high rise apartments, copious concrete, or indiscriminate bulldozing, would all harm our mountain mood.

#### Goals and Policies:

1. It is suggested that the color scheme should be within the green, brown, and white hues.

2. The interesting architectural variety of our dwellings should be preserved.
3. The few decayed, unused buildings should be removed.
4. Shrubs and trees should be planted in the commercial area.
5. Ugly (non-conforming) neon lights and garish signs should be replaced with neat wooden signs illuminated by clear spotlights.
6. Merchants should be encouraged to modify the front of their buildings in keeping with a rustic, quaint mood.
7. An organization should be established to safeguard our existing natural beauty, and to insure that future construction does not mar that beauty.

#### SUB-COMMITTEE ON THE COMMERCIAL AREA

##### Goals and Policies:

1. The commercial area should continue to be located in the level portion of the City, with its adequate access to a major thoroughfare.
2. In all new commercial areas, developers be required to provide adequate off-street parking or contribute to a fund that would be used for financing a parking garage.
3. Pedestrian malls should be used in the development of the commercial area.
4. The City should undertake a vigorous program for the construction and improving of the curbs and gutters in the commercial district.
5. Guidelines be developed to help determine the needs for new commercial zoning.
6. Shopping centers should not be divided by streets.
7. Accessibility to and from the parking area and commercial area should be adequate.
8. A sign control ordinance should be enacted to control the use and size of signs within the "Use" district; taking into consideration esthetics, color, shape, and size.
9. The merchants and landowners of existing commercial property should indulge in a program of beautification and rehabilitation.
10. Business establishments should be discouraged from developing past Monterey Street on Visitacion and San Bruno Avenues.
11. All utilities be placed underground. These utilities must be adequate to serve the needs of the commercial area.



## SUB-COMMITTEE ON COMMUNITY FACILITIES

### Goals and Policies:

1. New City offices should be constructed in a civic center complex to be centrally located to serve the citizens of Brisbane, and to act as a focal point for the community.
2. Private health facilities such as doctors and dentists offices should be encouraged to develop in the City.
3. Fire stations should continue to be located in relation to water supplies, population density, and the speediest access routes possible to service the assigned geographical area.
4. The future location and size of the branch library should be adequate to best serve the residents of the City.
5. The police station should continue to be located in relation to population density and on a site that will best enable all personnel to perform most efficiently.
6. The communications system should be integrated with the City departments concerned with such a system.
7. A corporation yard should be so located so as not to cause a nuisance to the community, and be complete and equal in all respects to the most modern facility of similar nature.
8. As soon as the General Plan is approved by the Planning Commission and the City Council, negotiations to acquire land for future City needs could be entered into.
9. The exercise of eminent domain power should be utilized only as an absolute last resort.
10. Off-street parking and landscaping should be an integral part of any development program.
11. No community auditorium should be constructed as long as room for such needs is available in existing community facilities, as the multi-purpose room at the Lipman Intermediate School, and rooms such as a gymnasium or auditorium at the proposed high school.
12. A separate supply of water should always be on hand to meet any normal emergency needs. The domestic supply of water must always be adequate to serve the normal needs of the population. Consideration should be given to developing the community's own basic water supply system, through the construction of a de-salinization plant, when the unit costs begin to approach economic feasibility.
13. A sewer treatment plant shall be adequate at all times to meet the needs of the community.

## SUB-COMMITTEE ON THE INDUSTRIAL AREA

### Goals and Policies:

1. There should be a continuing program for the planned development of industrial parks similar to the Crocker Industrial Park.
2. Industrial development should keep with community values.
3. Adequate controls should be established for the use, size, and location of signs.
4. Adequate sewage disposal facilities, sewer lines, storm drains, and water mains should be provided for such industrial development.
5. Through proper land use, land be set aside for green belts and open space.
6. Landscaping and off-street parking must be an integral part of any development.
7. A policy of orderly development of industrial land must be continued.
8. Adequate entrance and exit routes to the development must be provided in order to provide for an orderly flow of traffic.
9. Industrial zones and buffer zones be provided to act as a transition from industrial use to other land uses.
10. Industrial parks should be properly located next to major thoroughfares and at a distance from the center of the City.

## SUB-COMMITTEE ON WAYS AND MEANS

### Goals and Policies:

#### 1. Implementation

Implementation of the General Plan should be decided into four major categories as follows:

- a. The City Administrative office should maintain a high level of public information on all matters which pertain to the Plan.
- b. The City government should employ whatever legalistic devices and procedures are necessary to carry out various approved phases of the Plan.
- c. The City government should plan financing and capital improvements in a rational, orderly manner.



- d. The City government should establish a systematic method of periodic review of the Plan by established City governmental agencies as well as by appointment of special advisory and investigative citizens' committees.

## 2. Public Information

- a. The City Administrative office should maintain a steady flow of information to the press on projects as they develop.
- b. The City should maintain open communication with all private interest groups, citizen groups and local organizations. Identifiable groups or individual citizens should be registered if they so desire, and furnished with information on projects which are or will be of vital interest to the City.
- c. The City should delegate an appropriate authority to hold quarterly public open forums. These forums should be held with an open agenda and with the principal purpose of encouraging citizens to voice their opinions and present ideas for the improvement of the City. The benefit of these forums would be not only the dissemination of information to citizens, but the gathering of information from them.

## 3. Legalistic Devices and Procedures

- a. The Planning Commission and the City Council should keep the General Plan in mind in day to day decisions so that contradictory ordinances do not creep in to hamstring the Plan.
- b. The City Council should adopt the Plan by resolution only rather than by ordinance. For this purpose, ordinances are unduly restrictive and do not allow the flexibility of action permissible under the resolution device.
- c. The City Council should gradually pass enforcing ordinances which will reflect the demands of the Plan. Once ordinances have been passed, they should be strictly enforced.
- d. The Planning Commission should review existing ordinances in relation to the General Plan with particular emphasis on Zoning ordinances. There should be a clear deliniation of zones and adherence thereto enforced. Recommendations for appropriate amendments should be made as necessary.
- e. There should be a continual review of Zoning ordinances and adjustments made as conditions change.
- f. The City Council should appoint and avail itself of advisory bodies of citizens when required.

#### 4. Financing and Capital Improvements

- a. The City Council should adopt a rational approach in financing and capital improvement so that 1) City plans do not conflict with County projects and 2) drives for City improvements do not coincide with bond issues for other public agencies.
- b. The relative merits of using the devices of Assessment Districts or general obligation bonds to finance capital improvements should be discussed with responsible City groups to test final acceptance or rejection by the voting population.
- c. The Planning Commission and the City Council should develop orderly plans for site need, site selection, and preliminary designs of buildings and grounds.

#### 5. Periodic Review

- a. The Planning Commission and City Council should lay out the General Plan on a 5 to 10 year basis.
- b. The Planning Commission and City Council should keep the Plan alive by criticizing it at least once each year and weeding out impractical features.
- c. The Planning Commission and City Council should keep under constant review and scrutiny the development of the surrounding cities and areas with particular attention to the areas fronting on San Francisco Bay.
- d. At least once every 5 years, or sooner if deemed necessary, the City Council should appoint a citizens' committee to completely unravel the General Plan, modernize and reconstruct it.

#### SUB-COMMITTEE ON TRANSPORTATION

##### Goals and Policies:

1. All streets should be improved to include pedestrian walkways, wherever feasible, storm drains and connector streets.
2. Street widths are not to exceed the original widths shown on maps of Brisbane surveyed by San Mateo County unless otherwise noted.
3. San Bruno Avenue to be 70 feet wide from Old Bayshore Highway to San Francisco Street including sidewalks, storm drains and proper lighting.
4. Improved lighting on Bayshore Highway and throughout the City of Brisbane is required.



5. All new developments must be strictly controlled so they will provide major arterials and streets adequate for future traffic needs and expansion.
6. Train depots, heliports, bus waiting stations, taxi stands and pedestrian benches should be installed when needed.
7. Existing alleyways not suitable for vehicular traffic should be paved with the addition of stairways, railings, and benches for pedestrian traffic where needed.
8. Diagonal parking is a safety hazard and should be discouraged.
9. One side of the street parking should be required where streets are not wide enough for two-way traffic as to constitute a safety hazard. Off-street parking should be encouraged where on-street parking is a hazard.
10. Adequate off-street parking must be provided for commercial areas and new developments.
11. All industrial trucks and quarry trucks must be rerouted so as not to interfere with residential traffic flow, pedestrians, and parking areas.











## APPENDIX B

### DOWNTOWN AND CIVIC CENTER SKETCH PLAN

#### PURPOSE OF THE SKETCH PLAN

This study reviews the factors which make the downtown area of Brisbane what it is today, the problems now facing the downtown area, projections of future commercial needs, and contains a Sketch Plan for the future development of the downtown area.

The Downtown Sketch Plan looks ahead twenty-five to thirty years and shows the following:

- A downtown area, expanded in size and importance, to accommodate the City's projected growth and maintain the downtown area's role as the heart of the City.
- A diagrammatic presentation of the functional organization of the expanded downtown area.
- A suggested solution for other long-range needs, such as expanded off-street parking, improved traffic circulation, new pedestrian walks and plazas, and location of a Civic Center.

The Sketch Plan, although more detailed than the General Plan, is primarily illustrative in comparison with the precise short-range plans and programs which will be necessary to carry out downtown area improvement. The Sketch Plan is meant to stimulate interest in downtown planning through local discussion of its proposals. It is not meant for adoption as official City policy at this time.

#### THE DOWNTOWN--PAST AND PRESENT

The downtown is situated in the bottom of a sloping, horseshoe-shaped basin, at the converging point of a fan-shape street system. In this study, the relatively level area at the bottom of the basin is designated the Downtown Planning Area (see the planning boundary line on the map of the Downtown Sketch Plan).

Development in Brisbane first started in the level portion of the basin and then marched progressively up the hill. Growth in population encouraged the establishment of stores along Visitacion Avenue, much in the same location as today. In former days, the old County Road meandered around the edge of San Bruno Mountain and past Brisbane, bringing some highway business to Brisbane's stores. When the highway was straightened out, most of the highway business ceased. Since then, the downtown has relied on local residents for its livelihood.

Brisbane's present downtown business area consists of a strip of stores and offices facing Visitacion Avenue, between San Francisco Avenue and Mendocino Street. A few establishments are located on San Bruno Avenue

near the intersection with Visitacion Avenue. This downtown-commercial area is surrounded by an older section of single-family houses, duplexes and newer apartment buildings. The Table on the next page shows the existing land use in the downtown area at the present time.

The downtown area is the oldest section of Brisbane and substandard structures are quite prevalent. Increasing land values and an increase in the market for apartments now makes it feasible to remove the older structures, principally single-family houses, and replace them with apartments. This trend has been apparent in the last few years. As yet, commercial structures have not been displaced by apartments, because of the relatively high value of built-up commercial land, the investment in the commercial structure, and the rate of return from commercial uses. Vacant land along Visitacion Avenue within the commercial area is now being developed for apartments because of apparent lack of demand for additional commercial development in relation to the need for land for apartments. This process will inhibit downtown commercial growth by allowing new residential development within the commercial section.

Improvements and additions are needed in Brisbane's downtown traffic circulation system to allow the area to continue to serve the community conveniently. The following are the most serious circulation deficiencies in the downtown area:

- . The access from Bayshore Boulevard (via the old County Road) to downtown Brisbane is circuitous and inconvenient.
- . Through traffic in the commercial area conflicts with shopping traffic, especially on Visitacion Avenue.
- . The five-way intersection of Visitacion Avenue-San Bruno Avenue-San Francisco Avenue is hazardous. Truck traffic from the quarry causes further congestion.

The downtown area lacks improved, off-street parking lots in close proximity to the shops. Through traffic on Visitacion Avenue causes difficulty in maneuvering in and out of on-street parking spaces. The present deficiency of on-street and off-street parking spaces is estimated at about 100 spaces.

Traffic congestion and the deficiency in parking is one reason why many Brisbane residents prefer to do their shopping elsewhere. Other downtown problems and deficiencies are the following:

- . The unattractive and run-down appearance of many buildings and the cluttered sidewalks.
- . The inadequate commercial structures and the lack of variety in goods and services.
- . The lack of significant, new commercial development to stimulate the rehabilitation of the whole area.



TABLE 1

Brisbane Downtown District--Existing Land Use--1964 <sup>1/</sup>

| <u>Land Use</u>                | <u>Square Feet</u> | <u>(Lot Area)<br/>Acres</u> | <u>Per Cent of<br/>Total</u> |
|--------------------------------|--------------------|-----------------------------|------------------------------|
| <u>Total Downtown District</u> | 1,266,200          | 29.1                        | 100.0                        |
| Streets (ROW) <sup>2/</sup>    | 475,000            | 10.9                        | 37.5                         |
| Alleys                         | 4,200              | .1                          | .3                           |
| Developed Off-Street Parking   | 13,700             | .3                          | 1.1                          |
| Retail Stores                  | 39,400             | .9                          | 3.1                          |
| Business/Personal Service      | 16,100             | .4                          | 1.3                          |
| Eating/Drinking                | 22,400             | .5                          | 1.6                          |
| Professional Offices           | 4,300              | .1                          | .3                           |
| Public                         | 5,600              | .1                          | .5                           |
| Gas Stations                   | 23,000             | .5                          | 1.8                          |
| Quasi-Public                   | 19,100             | .4                          | 1.5                          |
| Vacant Land                    | 93,600             | 2.2                         | 7.5                          |
| S. F. Residential              | 353,800            | 8.2                         | 28.1                         |
| Duplex                         | 35,200             | .8                          | 2.8                          |
| Multi-Family                   | 74,400             | 1.7                         | 5.9                          |
| Transient                      | 86,400             | 2.0                         | 6.7                          |

<sup>1/</sup> Downtown Area within planning boundary.<sup>2/</sup> Right-of-way.

- . The lack of downtown promotional activities such as special displays and other events to attract shoppers downtown.

Correction of these problems will help downtown Brisbane attract its fair share of local trade and strengthen its role as the heart of the community.

#### DOWNTOWN GROWTH PROSPECTS

Central Brisbane is expected to grow in population from about 3,100 at present to 6,900 by 1990. Development elsewhere within the Planning Area is expected to increase the over-all population to a total of about 26,000 within the Planning Area. The nine times increase in population can help the downtown area to grow if the downtown area becomes a desirable place to shop and visit. Growth can be sustained if traffic circulation and parking are improved, if a wider range of goods and services is offered, and if the downtown area is enhanced in appearance and interest.

Table 2 shows the expected growth in population, the purchasing power of the expanded population and the proportion of this purchasing power that the downtown area could anticipate. The Table shows that the downtown now captures about \$1,336,000 in retail trade from a total purchasing power of \$2,950,000 existing within the community. By 1990, the downtown area could increase its sales to \$10,000,000, seven times the present level, if a concerted effort is made for improvement.

The next Table (Table 3 ) shows the retail sales area, parking area and the over-all land area needed downtown to do \$10,000,000 in retail sales.

#### ALTERNATIVES FACING THE DOWNTOWN AREA

Three general alternatives appear open to downtown Brisbane:

- . To continue as at present and make no effort to grow in concert with the Planning Area.
- . To attempt to become one of the most dominant shopping areas within the North County.
- . To take its proper position in relation to its trade area in the community.

The first alternative would almost certainly result in the downtown commercial area remaining as a minor neighborhood shopping area inadequately serving nearby residences. The downtown area would not retain a significant function as the heart of Brisbane.

The second alternative would involve vast expenditures of money and effort to change present patterns of development. Even so, it is unlikely



TABLE 2

Brisbane Planning Area--Population, Purchasing Power and Retail Sales

|  | <u>1962</u>  | <u>1990</u>  |
|--|--------------|--------------|
| <u>Population</u>  |              |              |
| Central Brisbane   | 2,950*       | 6,930        |
| Balance of Brisbane Planning Area  | 0            | 19,375       |
|  | <hr/>        | <hr/>        |
| TOTAL  | 2,950        | 26,305       |
| <u>Retail Purchasing Power Per Capita</u>  |              |              |
| Residents of Central Brisbane  | 1,000*       | 1,500        |
| Residents of Balance of Planning Area  | 0            | 1,500        |
| <u>Total Retail Purchasing Power</u>   |              |              |
| Residents of Central Brisbane  | \$2,950,000* | \$10,395,000 |
| Residents of Balance of Planning Area  | 0            | 29,060,000   |
|  | <hr/>        | <hr/>        |
| TOTAL  | \$2,950,000  | \$39,455,000 |
| <u>Brisbane Downtown Area Retail Sales</u>   |              |              |
| Central Business District capturing<br>approximately 45 per cent of total<br>retail purchasing power in Planning<br>Area | \$1,336,000* |              |
| Central Business District capturing<br>approximately 25 per cent of total<br>retail purchasing power in Planning<br>Area |              | \$10,000,000 |

\* Estimated.

TABLE 3

Brisbane Downtown District--Building, Parking and Land Requirements

| Projected 1990 Sales & Requirements              |               |                             |                                  |  |   |                    |
|--|---------------|-----------------------------|----------------------------------|--|---|--------------------|
| Use  | Sales         | Building<br>Area<br>Sq. Ft. | Off-Street<br>Parking<br>Sq. Ft. | Off-Street<br>Land Area <sup>1/</sup><br>Sq. Ft. | Total Land<br>Area <sup>2/</sup><br>Sq. Ft. | Acres              |
| <u>Retail</u>                                    |               |                             |                                  |  |   |                    |
| Convenience<br><br>and compari-<br><br>son goods | \$10 ,000,000 | 165,000                     | 165,000                          | 360,000  | 425,000                                     | 9.8                |
| <u>Office</u> <sup>3/</sup>                      |               |                             |                                  |  |   |                    |
| Business &<br><br>personal<br><br>service        |               | 50,000                      | 50,000                           | 110,000  | 130,000                                     | 3.0                |
| <u>Miscellaneous</u>                             |               |                             |                                  |  |   |                    |
| Commercial<br><br>amusement,<br><br>etc.         |               | 25,000                      | 25,000                           | 55,000   | 65,000                                      | 1.5                |
|  | TOTAL         | 240,000                     | 240,000                          | 525,000  | 620,000                                     | 14.2 <sup>4/</sup> |

<sup>1/</sup> 10 per cent extra area added for service areas and miscellaneous space.

<sup>2/</sup> 20 per cent extra area added for pedestrian ways and streets.

<sup>3/</sup> Office space to serve 10,000 persons.

<sup>4/</sup> The Downtown Sketch Plan shows the land area necessary to meet this requirement.



that the downtown area could compete with strong established downtown areas such as South San Francisco or new shopping centers.

The third alternative, a downtown area appropriate in size and function to its service area, appears to be the most practical alternative. To achieve this objective, the downtown area must take the following actions:

- Plan for moderate expansion of the downtown-commercial area.
- Eliminate the physical problems and other deficiencies mentioned earlier.
- Capitalize on downtown Brisbane's assets of small scale and intimacy.
- Make the downtown area as attractive as possible.
- Encourage the establishment of new, better stores and sponsor special activities to encourage new customers.

#### DESCRIPTION OF THE DOWNTOWN SKETCH PLAN

A downtown area appropriate to its future role in the community is shown in the Downtown Area Sketch Plan. The proposals in the Sketch Plan include: 1) a revised traffic circulation system and numerous off-street parking areas; 2) an expanded commercial area with its center in the block bounded by Visitacion Avenue, Mariposa Street, San Bruno Avenue, and Monterey Street; 3) malls, walkways, plazas and other features for pedestrians; 4) a new adjacent Civic and Cultural Center.

#### The Circulation System

The new entrance from Bayshore Boulevard to San Francisco Avenue would provide direct access into the downtown-commercial area and allow through traffic to bypass the commercial area. Through traffic would be removed from Visitacion Avenue.

Mariposa Street and Monterey Street are shown as a one-way pair of streets to carry traffic between the new entrance and the commercial area. These streets would need to be widened and parking limited to one side of each street.

San Francisco Avenue is shown widened and connected to the proposed Brisbane Park Drive (the quarry road) to permit access to the downtown area from the residential areas in the west. San Francisco Avenue is proposed to extend to the east over Bayshore Boulevard and the railroad tracks to the Bayshore Freeway.

Inyo Street would be extended to Monterey Street and widened as an alternate entrance from San Francisco Avenue into the downtown.





# DOWNTOWN & CIVIC CENTER SKETCH PLAN



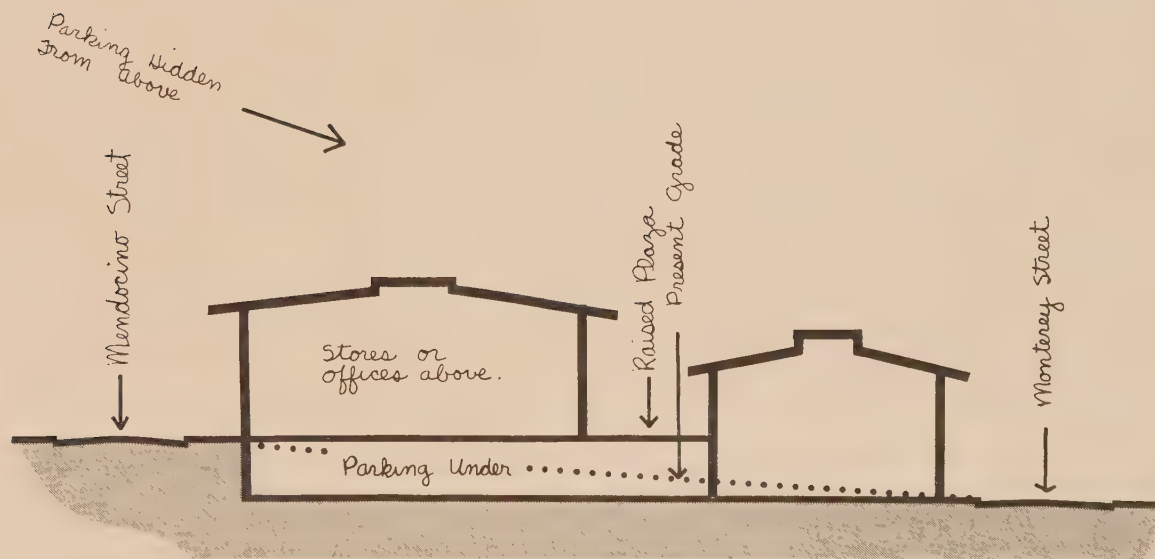
Alvarado Street would need to be widened between San Francisco Avenue and Mendocino Street. San Francisco Avenue, within the downtown area, would be channelized for traffic control. Improvements are needed throughout the area to eliminate open drainage ways and to provide proper curbs, gutters and sidewalks.

### Parking

In the Sketch Plan, on-street parking is reduced in favor of off-street parking areas located within each commercial block. The off-street parking is based on Table 3 which indicates that about 5 acres of off-street parking area would be required.

The view from areas up the hill will need to be considered in any development in the downtown area, particularly in the provision of parking. In order to protect views from above, off-street parking areas should be hidden whenever possible. As shown on the illustration below, parking can be accommodated within and under buildings to take advantage of the slope of the land. For parking not within structures, extensive landscape screening of parking areas is necessary.

A parking garage is proposed where Visitacion Avenue and San Bruno Avenue converge. It would be accessible from all of the downtown area. Its roof is shown developed as a plaza, to become part of the proposed north-south pedestrian mall.



Cross-Section Through a Block Showing Hidden Parking

## Land Use

The retail and service commercial area is proposed to be expanded from about 3 acres at present to about 10 acres. About 3.5 acres would be needed for 470 retail and service commercial off-street parking spaces. About 5 acres is shown for professional and administrative office area.

The core area is defined by Visitacion and San Bruno Avenues, principally between Mariposa and Monterey Streets. This core is centrally located within the expanded downtown area and would be accessible from main traffic streets and parking areas. Existing commercial uses along Visitacion Avenue are retained, and together with new commercial development, would benefit from improvements in traffic patterns and parking. Office uses are shown in the block bounded by San Bruno and San Francisco Avenues and Mariposa Street and on the southern edge of the commercial area. The office areas shown on the Sketch Plan are intended to provide a transition between the downtown-commercial area and the nearby residential areas. Existing apartments in the proposed office areas could be converted later to office uses.

The Sketch Plan shows medium density residential development between the single-family residences on the hillside and the downtown area. Within the commercial and office area, apartments above first floor commercial or office uses, would be appropriate.

## Malls, Walkways and Plazas

Brisbane's original developer provided for a pedestrian walk from the downtown-commercial area up into the hillside residential areas. This walkway provides the basis for an expanded pedestrian mall and walkway system downtown. A network of landscaped malls and walkways is designed to tie the several parts of the downtown area together. It would improve the setting for the commercial and office buildings. The malls and walkways would lead into small plazas in the interior of the blocks. The downtown pedestrian environment would be completely free from automobiles. The walks and plazas should be generously landscaped.

## CARRYING OUT THE DOWNTOWN SKETCH PLAN

The Downtown Sketch Plan is designed to illustrate general concepts rather than precise solutions. It is designed to be capable of stage development and action can begin on several parts of the area at once. Parking sites, for instance, can be acquired and developed immediately. New building, remodeling and landscaping could begin as soon as there is agreement on standards. Site acquisition for parking and the pedestrian ways should be programmed to permit the acquisition of properties as they come on the market.

The Sketch Plan must be circulated broadly and discussed in detail. The concepts embodied in the Plan must be examined to determine if they represent the aims and goals of the community. Once the basic approach is agreed upon, a first phase plan and action program will



be needed, covering a period of approximately five years.

Projects and programs which would be included in a first-phase downtown plan are:

- Formation of an off-street parking district.
- Plans and programs for improvement of downtown appearance.
- First-stage traffic studies.
- A street tree planting program.
- First-stage Civic Center development.

### CIVIC CENTER

As Brisbane grows, there will be an increasing need for space and facilities to house the City's government. The City will continue to need a community focal point in the form of a Civic Center.

The present City office building lacks the minimum amount of space for efficient operation. Expansion of the present building is not possible and the site is poor. To remedy this situation, the City Council faces two alternatives:

- Locate the City offices in a larger building somewhere in the downtown area.
- Acquire a new Civic Center site close to the downtown area and begin the development of a Civic Center.

The Civic Center will be appropriate close to the downtown area. It is recommended that the Civic Center be located north of San Francisco Avenue in the location shown on the Sketch Plan. The site, when fully developed, would contain City offices and meeting chambers, the new post office, a library, possibly other offices for County and State activities, and an exhibit hall, small museum and other cultural facilities.

The Sketch Plan illustrates the buildings needed in the Civic Center when the community reaches 26,000 in population. A first-phase study will be needed to show more precisely the facilities to be included initially within the Civic Center. The first-phase study will determine the kinds of spaces needed before the anticipated population influx really begins. A first-stage study would also analyze the kinds and amounts of space that will be required when the population reaches 7,000, 10,000, 15,000 people and so on. The space studies would be expressed in site and building design and in capital improvement programming so that construction would be in phase with needs.

Typical City Office Building Space Requirements  
For 26,000 Population

| <u>City Office</u> | <u>Approximate<br/>Required Floor Space (sq. ft.)</u> |
|--------------------|---|
| Manager--Personnel | 900   |
| City Council       | 1,800   |
| Attorney           | 650   |
| Engineer           | 1,400   |
| Clerk              | 1,650   |
| Purchasing         | 450   |
| Bldg. Inspector    | 1,500   |
| Field Services     | 1,000   |
| Water Dept.        | 2,300   |
| Park-Recreation    | 650   |
| Planning           | 1,200   |
| Print Shop         | 500   |
| Miscellaneous      | <u>1,000</u>  |
| TOTAL              | 15,000  |

It is estimated that about 60 municipal administrative employees would be working in the City offices when the population reaches 26,000 people. As the Table above shows, the City office building would need 15,000 square feet of floor space. The Sketch Plan shows this space for the City office building in two floors, each with 7,500 square feet. The Table below shows how the site would be used to accommodate long-range Civic Center needs.

Civic Center Land Area Requirements  
For 26,000 Population

|  | <u>Square Feet</u>   |
|--|----------------------|
| City Office Building (ground coverage)                             | 7,500                |
| Cultural and Library Building (ground coverage)                    | 7,500                |
| Driveways and Off-Street Parking Area (about 75<br>parking spaces) | 35,000               |
| Walks, Grounds and Landscaping                                     | <u>45,000</u>        |
| TOTAL SITE AREA*   | 95,000(2.2<br>acres) |

\* The Civic Center site area includes portions of the Old County Road and Visitation Avenue to be abandoned and used as part of the site area.







The hills upon which Brisbane is built and the Bay fronting on the east are among the most prominent visual features of the Bay Area.



## APPENDIX C

### THE WATERFRONT STUDY

Early in this century, San Francisco Bay extended almost to the foot of Visitacion Avenue and swept close to Bayshore Boulevard in the Bayshore area. Bit by bit, filling has moved the shoreline farther east to its present location just east of Bayshore Freeway. About 700 acres of marsh, tideland and water area has been filled within Brisbane, west of Bayshore Freeway.

Brisbane's waterfront area comprises approximately 1,880 acres (east of Bayshore Freeway under less than 12 feet of water at mean lower low tide). Within the waterfront area, about 715 acres are privately owned and about 1,165 acres are owned by the State of California. Of the land in private ownership, about 310 acres are owned by the Southern Pacific Company, 245 acres by the Sanitary Fill Company and 160 acres in miscellaneous ownerships. The submerged lands in private ownership are located in the shallower water between 0 and 4 feet at mean lower low tide. The publically owned Guadalupe Canal right-of-way runs through the private lands and occupies about 40 acres and the San Mateo Canal right-of-way lies between the Southern Pacific Company land and the northern City boundary and occupies about 65 acres. The remainder of the public land lies to the east of the private land.

Although one of Brisbane's most valuable resources, the waterfront area can be seen only from the distance or while speeding by on the freeway and it is neither accessible nor usable. The thin strip of land between the shoreline and the freeway is within the freeway right-of-way and access from the freeway is prohibited. The most significant problems restricting the development and use of the waterfront are the lack of access and the lack of land area for water oriented activities. The General Plan shows how this could be accomplished.

The location and design of the proposed freeways and the Southern Bay Crossing are crucial to the provision of good access and the establishment of useful land and water areas on Brisbane's shore.

The proposed Hunter's Point Freeway should be combined with the proposed Bayfront Freeway and the Southern Bay Crossing so that it does not cut diagonally through the northern section of the waterfront area, isolating an irregularly-shaped water area from the Bay. Realigning the Hunter's Point Freeway will make possible the construction of interchanges on Bayshore Freeway at intersections with Geneva Avenue Extension and San Francisco Avenue Extension. This will provide two major access points to the Brisbane waterfront. Although the proposed Bayfront Freeway has not been studied in detail by the Division of Highways, the general route under consideration is about 4,000 feet east of, and parallel to, Bayshore Freeway. The General Plan shows the Bayfront Freeway located about 1,000 feet farther east in order to provide more open water between freeways. The new freeways and the Southern Bay Crossing will need to be designed to allow the Waterfront Expressway to extend uninterrupted along the waterfront.

The Waterfront Expressway is proposed as a wide, landscaped boulevard passing along the waterfront, just east of Bayshore Freeway. It would serve development along the waterfront and make connection with major streets in San Francisco and South San Francisco. Grade separations for the Waterfront Expressway should be provided when the new freeways are constructed. The visual aspects of all freeways and streets will need to be considered at an early stage in their design. For example, the aspects of a high level versus a low level approach of the Southern Bay Crossing should be considered.

The General Plan proposes a small craft marina occupying the public lands of the Guadalupe Canal. If the facilities and appearance of the marina are of high quality, comparably fine motels, restaurants and visitor facilities would be attracted to the area. This would make the waterfront a more attractive place to visit and benefit the City through increased sales tax revenues, increased land values and additional employment opportunities. A marina per se will not guarantee the related high quality development unless other problems such as providing good access and land area for waterfront development are also solved.

Although Brisbane's location on the Bay seems to justify a marina, it must be realized that there is a limited market for such facilities and the City must be prepared to compete in the marina market. Federal and State programs are available to aid in planning and building small craft harbors for which Brisbane might qualify. Procedure for receiving such assistance is lengthy and should be initiated soon. The first step is to request feasibility studies from the United States Army Corps of Engineers and from the State Division of Small Craft Harbors.









## APPENDIX D

### ENGINEERING RECONNAISSANCE STUDY\*

#### SEWAGE COLLECTION AND TREATMENT

##### Summary and Recommendations

As the result of this engineering reconnaissance, it is concluded that future sewage flows originating in the Brisbane General Planning Area can be handled adequately, with some modifications, by present disposal facilities.

At the Guadalupe Valley Municipal Improvement District sewage treatment plant, modifications should include enlargement of the existing pump station from the present 1.5 MGD (million gallons per day) capacity to approximately 4.0 MGD.

The system of trunk sewers would also have to be expanded to serve most areas not presently under development.

Infiltration and runoff of storm waters into Central Brisbane sanitary sewers severely limits the flow capacity available for domestic usage. Expansion from the existing Central Brisbane system would require that storm water infiltration be reduced by blocking off cross-connection points between storm drains and sanitary sewers, or by reconstruction of some existing sewer lines.

A more detailed investigation should be made to determine the exact condition of the present Brisbane sewers so that a precise corrective plan could be prescribed.

#### WATER SUPPLY AND DISTRIBUTION

##### Summary and Recommendations

The existing water supply and distribution system for the Central Brisbane area is reported to have relatively few maintenance problems and to be adequate for normal domestic usage, but the system is rated only "fair" by the Pacific Fire Rating Bureau. Expansion and adequate fire protection in the higher elevation areas, would require larger reservoir capacity, replacement of old, undersized pipes, and upgrading of pumping stations.

Service to other areas within incorporated Brisbane appears feasible by expansion of existing distribution networks. Areas in the high elevation regions of the development plan will require lift stations, storage reservoirs, and additional distribution piping.

---

\* Prepared by George S. Nolte Consulting Civil Engineers, Inc.

## STORM DRAINAGE

### Summary and Recommendations

There is presently no comprehensive storm drainage system in the City of Brisbane. Although the steep slopes eliminate ponding and flooding, the lack of control and containment of high velocity storm runoff allows property damage to occur.

A comprehensive system which would serve the major portion of the incorporated area of the City is outlined in the Master Drainage Plan proposed by the Brisbane City Engineer; it is recommended that this system be adopted by the City Council.

As the entire General Plan Area is developed, additional major storm drainage facilities will be required. The hillside lands of the Crocker Land Company will require additional trunk storm drains or drainage ways, and the new land areas created by filling Candlestick Lagoon will require either drainage ditches or underground storm drains discharging to the Guadalupe Canal.

It is recommended that the ten-year storm for San Francisco be used as the basis for the design of local drainage facilities and that rainfall intensities for the thirty-year storm be used for the purpose of estimating peak flow in the main drainage channel of Guadalupe Creek. The Guadalupe Canal and lateral drainage ditch system could be developed within the existing right-of-way to provide adequate capacity to control the ultimate thirty-year runoff.

## TRAFFIC NEEDS

### Summary and Recommendations

The results of the engineering reconnaissance of traffic needs for the Brisbane General Planning Area indicate that undesirable conditions exist in the present hillside street system.

The table and graphics on pages 36 and 37 show the recommended street classifications and standards for development, and recommended typical and special hillside street sections for residential and collector streets, major or secondary streets, and industrial or commercial streets. Special hillside sections allow parking on one side. Parking bays may be constructed where level space can be provided on hillsides. Border strips for landscaping, sidewalks, paths, and for accommodation of utilities, are shown on all sections. Drainage water should be removed from street sections by means of catch basins whenever it spreads from the face of the curb or berm into the traveled way.

In new subdivisions, slope easements can be obtained in lieu of additional right-of-way, but where existing streets are reconstructed, it will be a matter of economics whether or not to obtain additional right-of-way, slope easements, or to build retaining walls.



The existing traffic circulation system is a modified traditional grid pattern applied to hillside locations. This has created many of the existing difficulties. In any future extensions of the existing streets, long cul-de-sac streets should be avoided in favor of loop streets. The circulation system shown on the Williams, Cook & Mocine General Plan for 1990 is adequate, although sections of some of the proposed streets will be difficult and costly to build.

Plates 2, 4 and 6 on the following pages show general engineering considerations in relation to the General Plan.





PLATE 2 - SEWER

**Residential**

dwelling units / residential acre

|           |                |         |
|-----------|----------------|---------|
| [Pattern] | LOW DENSITY    | 1 to 6  |
| [Pattern] | MEDIUM DENSITY | 6 to 25 |
| [Pattern] | HIGH DENSITY   | over 25 |

**Commercial**

|           |  |
|-----------|--|
| [Pattern] | RETAIL & SERVICE COMMERCIAL              |
| [Pattern] | PROFESSIONAL - ADMINISTRATIVE - RESEARCH |
| [Pattern] | THOROUGHFARE COMMERCIAL                  |
| [Pattern] | VISITOR COMMERCIAL                       |

**Industrial**

|           |                         |
|-----------|-------------------------|
| [Pattern] | INDUSTRIAL PARK         |
| [Pattern] | RAILROAD YARD & UTILITY |

**Public & Quasi - Public**

|           |   |
|-----------|---|
| [Pattern] | PARKS & RECREATION                        |
| [Pattern] | LANDSCAPED GREENWAYS, BUFFERS OR PARKWAYS |

NOTE: SEE SYMBOLS FOR PARTICULAR FACILITY

**Symbols**

|          |                          |          |          |                        |
|----------|--------------------------|----------|----------|------------------------|
| L        | PASSIVE RECREATION AREA  | EXISTING | PROPOSED | <b>SCHOOLS:</b>        |
| C        | INDOOR RECREATION CENTER | [Symbol] | [Symbol] | ELEMENTARY             |
| R        | PLAY AREA                | [Symbol] | [Symbol] | JUNIOR HIGH            |
| [Symbol] | VIEWPOINT                | [Symbol] | [Symbol] | HIGH                   |
| [Symbol] | PATHS OR TRAILS          | [Symbol] | [Symbol] |                        |
| [Symbol] | PLANNING AREA BOUNDARY   | [Symbol] | [Symbol] | CIVIC CENTER           |
| [Symbol] | CITY BOUNDARY            | F.S.     | F.S.     | FIRE STATION           |
| [Symbol] | NEIGHBORHOOD BOUNDARY    | [Symbol] | [Symbol] | SEWAGE TREATMENT PLANT |

**Circulation**

(dashed lines are proposed)

|              |                             |              |                                       |
|--------------|-----------------------------|--------------|---------------------------------------|
| [Line Style] | FREEWAY                     | [Line Style] | EXISTING TREATMENT PLANT SERVICE AREA |
| [Line Style] | EXPRESSWAY                  | [Line Style] | DISTRICT BOUNDARY                     |
| [Line Style] | MAJOR OR SECONDARY STREET   | [Line Style] | SEWAGE FLOW PATTERN                   |
| [Line Style] | COLLECTOR OR SERVICE STREET | [Line Style] | EXISTING MAJOR TRUNK                  |
| [Line Style] | RAILROAD                    | [Line Style] | PROPOSED MAJOR TRUNK                  |
| [Line Style] | RAPID TRANSIT LINE & STOP   |              |                                       |



THE GENERAL PLAN 1990





PLATE 4 - WATER

**Residential**

dwelling units/residential acre

|                   |                |         |
|-------------------|----------------|---------|
| [light gray box]  | LOW DENSITY    | 1 to 6  |
| [medium gray box] | MEDIUM DENSITY | 6 to 25 |
| [dark gray box]   | HIGH DENSITY   | over 25 |

**Commercial**

|                      |  |
|----------------------|--|
| [dark gray box]      | RETAIL & SERVICE COMMERCIAL              |
| [medium gray box]    | PROFESSIONAL - ADMINISTRATIVE - RESEARCH |
| [diagonal lines box] | THOROUGHFARE COMMERCIAL                  |
| [checkered box]      | VISITOR COMMERCIAL                       |

**Industrial**

|                      |                         |
|----------------------|-------------------------|
| [diagonal lines box] | INDUSTRIAL PARK         |
| [diagonal lines box] | RAILROAD YARD & UTILITY |

**Public & Quasi-Public**

|                |   |
|----------------|---|
| [stippled box] | PARKS & RECREATION                        |
| [stippled box] | LANDSCAPED GREENWAYS, BUFFERS OR PARKWAYS |

NOTE: SEE SYMBOLS FOR PARTICULAR FACILITY

**Symbols**

|                    |                          |                     |                     |                        |
|--------------------|--------------------------|---------------------|---------------------|------------------------|
| L                  | PASSIVE RECREATION AREA  | EXISTING            | PROPOSED            | <b>SCHOOLS:</b>        |
| C                  | INDOOR RECREATION CENTER | [house icon]        | [house icon]        | ELEMENTARY             |
| R                  | PLAY AREA                | [circle icon]       | [circle icon]       | JUNIOR HIGH            |
| [triangle icon]    | VIEWPOINT                | [circle icon]       | [circle icon]       | HIGH                   |
| [line icon]        | PATHS OR TRAILS          | [civic center icon] | [civic center icon] | CIVIC CENTER           |
| [dashed line icon] | PLANNING AREA BOUNDARY   | F.S.                | F.S.                | FIRE STATION           |
| [dashed line icon] | CITY BOUNDARY            | [square icon]       | [square icon]       | SEWAGE TREATMENT PLANT |
| [dashed line icon] | NEIGHBORHOOD BOUNDARY    |                     |                     |                        |

**Circulation**

(dashed lines are proposed)

|                   |                             |                    |                                      |
|-------------------|-----------------------------|--------------------|--------------------------------------|
| [thick line icon] | FREEWAY                     | [dashed line icon] | SERVICE ZONE REQUIRING LIFT STATIONS |
| [thick line icon] | EXPRESSWAY                  | [dashed line icon] | DISTRICT OR SERVICE AREA BOUNDARY    |
| [thick line icon] | MAJOR OR SECONDARY STREET   | [solid line icon]  | EXISTING MAJOR WATER MAIN            |
| [thick line icon] | COLLECTOR OR SERVICE STREET |                    |                                      |
| [line icon]       | RAILROAD                    |                    |                                      |
| [line icon]       | RAPID TRANSIT LINE & STOP   |                    |                                      |



THE GENERAL PLAN 1990





PLATE 6 - DRAINAGE

| Residential                     |                |         |
|---------------------------------|----------------|---------|
| dwelling units/residential acre |                |         |
|                                 | LOW DENSITY    | 1 to 6  |
|                                 | MEDIUM DENSITY | 6 to 25 |
|                                 | HIGH DENSITY   | over 25 |

| Commercial |  |
|------------|--|
|            | RETAIL & SERVICE COMMERCIAL              |
|            | PROFESSIONAL - ADMINISTRATIVE - RESEARCH |
|            | THOROUGHFARE COMMERCIAL                  |
|            | VISITOR COMMERCIAL                       |

| Industrial |                         |
|------------|-------------------------|
|            | INDUSTRIAL PARK         |
|            | RAILROAD YARD & UTILITY |

| Public & Quasi-Public                     |   |
|---|---|
|   | PARKS & RECREATION                        |
|   | LANDSCAPED GREENWAYS, BUFFERS OR PARKWAYS |
| NOTE: SEE SYMBOLS FOR PARTICULAR FACILITY |   |

| Symbols  |                          |   |                        |   |             |
|--|--------------------------|---|------------------------|---|-------------|
| L  | PASSIVE RECREATION AREA  | EXISTING PROPOSED   | SCHOOLS:               |   |             |
| C  | INDOOR RECREATION CENTER |   |                        |  | ELEMENTARY  |
| R  | PLAY AREA                |   |                        |  | JUNIOR HIGH |
|  | VIEWPOINT                |   |                        |  | HIGH        |
|  | PATHS OR TRAILS          |   |                        |   |             |
|  | PLANNING AREA BOUNDARY   |  | CIVIC CENTER           |   |             |
|  | CITY BOUNDARY            | F.S. <u>F.S.</u>  | FIRE STATION           |   |             |
|  | NEIGHBORHOOD BOUNDARY    |  | SEWAGE TREATMENT PLANT |   |             |

| Circulation                 |                             |
|-----------------------------|-----------------------------|
| (dashed lines are proposed) |                             |
|                             | FREEWAY                     |
|                             | EXPRESSWAY                  |
|                             | MAJOR OR SECONDARY STREET   |
|                             | COLLECTOR OR SERVICE STREET |
|                             | RAILROAD                    |
|                             | RAPID TRANSIT LINE & STOP   |
|                             | DRAINAGE AREA BOUNDARY      |
|                             | EXISTING STORM DRAIN TRUNK  |
|                             | EXISTING DRAINAGE DITCH     |
|                             | FUTURE DRAINAGE PATTERN     |













## APPENDIX E--SPECIAL STUDY NO. 1

### RECLAMATION OF TIDE AND SUBMERGED LANDS

Within the next few decades, the Bay Area will undergo substantial growth in its population and economy. The demand for land, particularly level land, will continue to increase in or near urban centers as growth occurs. As an example, it is estimated that land actually occupied by industry will be doubled by 1990. At the same time, public and official pressure against continued filling of the Bay to create level land is building up rapidly. The current status of legislation proposed to control the development of the Bay is discussed later in this study. About 1,880 acres of tide and submerged lands within the City of Brisbane are physically susceptible to reclamation (land covered with less than 12 feet of water at mean lower low tide). Brisbane is believed to be a location where the demand for filling of tidelands will be strong and the General Plan reserves about 570 acres of Brisbane's tide and submerged land for reclamation for the uses indicated on the Plan. The area to be reclaimed as shown on the Plan is believed to reasonably balance the pressure for reclamation with the necessary conservation of open water area.

#### FACTORS AFFECTING RECLAMATION

The following factors appear to favor planned reclamation of the designated portion of Brisbane's tide and submerged lands:

- . The location of these lands adjacent to major transportation routes and in immediate proximity to the centers of many urban areas.
- . The proposed Bayfront Freeway, if constructed using the dike fill method, will create a barrier, isolating the shallow water area west of the proposed freeway from the rest of the Bay. This cut-off body of water would not benefit from full tidal flushing action (similar to the lagoon now west of present Bayshore Freeway). This, in turn, may result in stagnation and pollution.
- . Appropriate fill material is close by.
- . The land is in private ownership.
- . Industrial and recreational and associated activities, developing on the new lands, would provide employment for many new workers.
- . Development of the filled areas would provide access to Brisbane's waterfront.

Unfavorable factors affecting reclamation of Brisbane's tide and submerged lands include:

- . Soft, generally thick deposits of mud underlie the area, making reclamation expensive.
- . Reclamation of lands underlain by soft, thick mud have a history of settling which adversely affects roads, utilities and buildings.
- . The high cost of reclamation precludes many desirable but less intensive uses.
- . Reclaimed lands are reputed to have poor seismic characteristics.
- . Fish spawning grounds would be lost in proportion to the tide-lands filled.

In recent years, many people and organizations have expressed concern over the problems created by piecemeal filling and development of the Bay and its shoreline. There is no one agency in complete, unified control of the shoreline, the waters, the bed, the contents and the air space above the Bay. Public concern over the future of the Bay and its shoreline led to the creation of the San Francisco Bay Conservation Study Commission (often called the McAteer Commission after the State Senator who authored the enabling legislation) at a special session of the Legislature in 1964. This commission was given three assignments: 1) to ascertain the public interest in San Francisco Bay; 2) to study the effects of further filling of the Bay; and 3) to recommend to the 1965 Legislature measures to protect the public interest in the Bay. This commission has finished its report and has turned it over to the Legislature. This report recommended that a large, broadly representative Bay Conservation and Development Commission (BCDC) be created by the Legislature, be financed by a \$250,000 per year State appropriation, and be authorized to remain in existence until a permanent governmental mechanism is designated to assume its responsibilities. To assist the Commission, a 20 member advisory committee was recommended.

The Study Commission, if authorized by the Legislature during the current session, would have the following duties: 1) study the characteristics, including the ecological balance of the Bay; 2) examine present and proposed uses of the Bay and the general plans of Bay cities; 3) prepare a comprehensive and enforceable plan for the Bay, using data developed by the Bay Area Transportation Study (BATS) personnel, the Association of Bay Area Governments and others; 4) issue permits during the period of the Plan preparation to fill or dredging applicants whose projects are necessary to the health, safety or welfare of the public in the entire Bay Area or would not "adversely affect the comprehensive plan being prepared," permit procedures should begin with the local governments and follow recognized public hearing procedures; 5) complete its analysis and Plan by January, 1968, the



same date the BATS report must be submitted to the Legislature; 6) recommend the appropriate permanent agency to maintain and carry out a plan for the Bay; and 7) estimate the amount of money and indicate the sources from which funds may be obtained to acquire private lands needed for public purposes.

## APPENDIX E--SPECIAL STUDY NO. 2

### METHODS OF DEVELOPMENT ON HILLSIDES

There are three basic approaches to planning a hillside development:

1. Pad Method: This most common approach is to allow the building to dominate the hills completely. Large, flat earth pads or terraces are carved into or built-up upon the face of the hillside. Great flexibility of house plan is afforded since any number of stock plans will fit on this pad. The builder has duplicated his former environment, the flat ground (of course there are high steep banks between houses). The results: high grading costs; mutilation of natural terrain and trees.
2. Natural Method: This technique is nearly always employed in custom home design. The land configuration and tree location dominate, with the home designed to fit into the landscape. Since only one house can be built from the plans, this method applies only to custom home design and low volume builders in the luxury housing range. The results: low grading costs; complete preservation of natural terrain.
3. Contour Method: The third, and least used but most advanced system is the solution for the mass home builder concerned both with conservation of hillsides and production of moderate priced repetitive homes. It is a blending of the first two methods. Since the Contour Method is a new, somewhat complex approach, and requires thoughtful, detailed planning, a description of how it works is necessary to explain it.

The key to a successful contoured subdivision is close coordination of the work of the land planner, civil engineer and architect. All must be in constant communication and harmony, not only with themselves but also with the builder and his organization.

Initial planning analyses of the hilly areas are done by the planner who establishes tentative street patterns (on a sketch-type master plan) that will result in minimal landscape disturbance.

The civil engineer executes preliminary grading studies, establishing tentative grades and elevations (again in sketch form) over the preliminary master plan.

The architect then studies the ground shapes that would result from the proposals of the planner and engineer. He classifies the different conditions into four or five categories (up-slope, steep down-slope, etc.) and designs a different house to fit each condition. Those lots that don't fall easily into one of the categories are to be contoured (graded) so that they do.



Now the builder steps in at this early stage (all professionals have done sketches only) to review the proposals. He can easily visualize and cost-analyze the end product. The relationships of master plan to grading to house plan can be clearly seen.

Changes and improvements can easily be made. Even the master plan can be changed if it improves one of his houses. The home builder has complete control. Only after he approves the preliminary house plans does the civil engineer go on to draw detailed grading plans and tentative subdivision maps.

Lot lines are the last things to be drawn. They are determined by natural conditions and house design, as contrasted with the present system of pre-establishing lot shapes and forcing houses into them later.



## APPENDIX F

TABLE I

Existing Land Use - Brisbane Planning Area - 1964

| <u>Land Use Type</u>                | <u>Old Brisbane</u><br><u>Net Developed</u><br><u>Acres</u> | <u>Balance of</u><br><u>Incorporated City</u><br><u>Net Developed</u><br><u>Acres</u> | <u>Balance of</u><br><u>Planning Area</u><br><u>Net Developed</u><br><u>Acres</u> | <u>Total</u> |
|-------------------------------------|---|---|---|--------------|
| Residential                         | 76.3  | 15.5  |   | 91.8         |
| Single-Family                       | 69.0  | 14.7  |   | 83.7         |
| Duplex                              | 5.1   | 0.5   |   | 5.6          |
| Multi-Family                        | 2.2   | 0.3   |   | 2.5          |
| Commercial                          | 3.1   | 57.5  |   | 60.6         |
| Retail Sales & Services             | 2.3   | 0.5   |   | 2.8          |
| Service Stations                    | 0.5   | 0.2   |   | 0.7          |
| Office                              | 0.3   |   |   | 0.3          |
| General Commercial                  |   | 27.1  |   | 27.1         |
| Tourist-Commercial                  |   | 3.7   |   | 3.7          |
| Commercial Recreation <sup>2/</sup> |   | 26.0  |   | 26.0         |
| Industrial                          |   | 245.4   | 90.8  | 336.2        |
| Light Industrial                    |   | 35.4  | 48.5  | 83.9         |
| Quarry                              |   |   | 42.3  | 42.3         |
| Utilities                           |   | 33.0  |   | 33.0         |
| Railroad <sup>3/</sup>              |   | 177.0   |   | 177.0        |
| Public & Quasi-Public               | 20.5  | 0.5   |   | 21.0         |
| Brisbane Elementary School          | 1.5   |   |   | 1.5          |
| Natalie M. Lipman School            | 15.0  |   |   | 15.0         |
| Parks <sup>4/</sup>                 | 2.7   |   |   | 2.7          |
| Other                               | 1.3   | 0.5   |   | 1.8          |
| Streets                             |   | 156.0   |   | 156.0        |
| Bayshore Freeway                    |   |   |   |              |
| R.O.W.                              |   | 103.0   |   | 103.0        |
| Bayshore Boulevard                  |   |   |   |              |
| R.O.W.                              |   | 53.0  |   | 53.0         |
| TOTAL                               | 99.9  | 502.0   | 90.8  | 665.6        |

Source: Land Use Survey, City of Brisbane, August, 1964.

<sup>1/</sup> Excludes Brisbane Acres Area.

<sup>2/</sup> Champion Speedway.

<sup>3/</sup> Switching and Holding Yards and track right-of-way.

<sup>4/</sup> Undeveloped park land.



TABLE II

Age Group Distribution--Projection

|                       |               | <u>1960</u> | <u>1970</u> | <u>1980</u> | <u>1990</u> |
|-----------------------|---------------|-------------|-------------|-------------|-------------|
| <u>UNDER 5</u>        | Brisbane      | 11.0        | 10.0        | -           | 11.0        |
|                       | California    | 11.1        | 10.0        | 9.8         | 9.7         |
|                       | United States | 11.2        | 11.7        | 12.5        | 12.6        |
| <u>5-17</u>           | Brisbane      | 22.7        | 20.0        | -           | 23.0        |
|                       | California    | 23.5        | 24.8        | 23.1        | 22.6        |
|                       | United States | 24.4        | 25.3        | 26.0        | 27.0        |
| <u>18-24</u>          | Brisbane      | 8.6         | 8.0         | -           | 8.0         |
|                       | California    | 8.9         | 11.1        | 11.5        | 10.8        |
|                       | United States | 9.0         | 11.3        | 11.4        | 11.5        |
| <u>25-49</u>          | Brisbane      | 35.9        | 38.4        | -           | 37.0        |
|                       | California    | 34.2        | 31.7        | 32.8        | 33.1        |
|                       | United States | 32.1        | 28.4        | 27.9        | 29.1        |
| <u>50-64</u>          | Brisbane      | 15.3        | 16.1        | -           | 15.0        |
|                       | California    | 13.5        | 13.8        | 14.0        | 13.5        |
|                       | United States | 14.1        | 13.9        | 12.8        | 10.2        |
| <u>65 &amp; OLDER</u> | Brisbane      | 6.5         | 7.5         | -           | 6.0         |
|                       | California    | 8.8         | 8.6         | 8.8         | 10.3        |
|                       | United States | 9.2         | 9.4         | 9.4         | 9.6         |
| <u>5-14</u>           | Brisbane      | 18.5        | 16.5        |             |             |

TABLE III

Projected School Population by Neighborhood Area--1990

| <u>Neighborhood Area</u>                 | <u>Density<br/>Categories</u> | <u>Dwelling Units</u>  |  | <u>School Age Population</u> |              |                           |              |                           |              | <u>Total</u>     |              |
|--|-------------------------------|------------------------|--|------------------------------|--------------|---------------------------|--------------|---------------------------|--------------|------------------|--------------|
|  |                               | <u>Total<br/>Units</u> | <u>Occupied Units<br/>(Households)</u> | <u>Elementary (K-6)</u>      |              | <u>Intermediate (7-8)</u> |              | <u>High School (9-12)</u> |              | <u>Per</u>       |              |
|  |                               |                        |  | <u>Per<br/>Household</u>     | <u>Total</u> | <u>Per<br/>Household</u>  | <u>Total</u> | <u>Per<br/>Household</u>  | <u>Total</u> | <u>Household</u> | <u>Total</u> |
| <u>Central Brisbane</u>                  |                               | <u>2,635</u>           | <u>2,375</u>                           | <u>0.36</u>                  | <u>850</u>   | <u>0.12</u>               | <u>285</u>   | <u>0.19</u>               | <u>455</u>   | <u>0.67</u>      | <u>1,590</u> |
|  | Low                           | 1,115                  | 1,005                                  | 0.50                         | 505          | 0.15                      | 150          | 0.25                      | 250          | 0.90             | 905          |
|  | Medium                        | 1,520                  | 1,370                                  | 0.25                         | 345          | 0.10                      | 135          | 0.15                      | 205          | 0.50             | 685          |
| (Estimated Existing<br>Conditions--1964) |                               | (1,159)                | (1,054)                                | (0.37)                       | (390)        | (0.10)                    | (105)        | (0.16)                    | (170)        | (0.63)           | (665)        |
| <u>South Hillside</u>                    |                               | <u>765</u>             | <u>690</u>                             | <u>0.25</u>                  | <u>170</u>   | <u>0.10</u>               | <u>70</u>    | <u>0.15</u>               | <u>105</u>   | <u>0.50</u>      | <u>345</u>   |
|  | Medium                        | 765                    | 690                                    | 0.25                         | 170          | 0.10                      | 70           | 0.15                      | 105          | 0.50             | 345          |
| <u>Guadalupe</u>                         |                               | <u>2,090</u>           | <u>1,880</u>                           | <u>0.10</u>                  | <u>190</u>   | <u>0.07</u>               | <u>130</u>   | <u>0.12</u>               | <u>225</u>   | <u>0.29</u>      | <u>545</u>   |
|  | High                          | 2,090                  | 1,880                                  | 0.10                         | 190          | 0.07                      | 130          | 0.12                      | 225          | 0.29             | 545          |
| <u>Franciscan Heights</u>                |                               | <u>545</u>             | <u>490</u>                             | <u>0.25</u>                  | <u>125</u>   | <u>0.10</u>               | <u>50</u>    | <u>0.15</u>               | <u>75</u>    | <u>0.50</u>      | <u>250</u>   |
|  | Medium                        | 545                    | 490                                    | 0.25                         | 125          | 0.10                      | 50           | 0.15                      | 75           | 0.50             | 250          |
| <u>Hilltop</u>                           |                               | <u>6,105</u>           | <u>5,495</u>                           | <u>0.21</u>                  | <u>1,130</u> | <u>0.09</u>               | <u>515</u>   | <u>0.15</u>               | <u>805</u>   | <u>0.45</u>      | <u>2,450</u> |
|  | Medium                        | 3,740                  | 3,665                                  | 0.25                         | 915          | 0.10                      | 365          | 0.15                      | 550          | 0.50             | 1,830        |
|  | High                          | 2,365                  | 2,130                                  | 0.10                         | 215          | 0.07                      | 150          | 0.12                      | 255          | 0.29             | 620          |
| TOTAL PLANNING AREA                      |                               | 12,140                 | 10,930                                 | 0.23                         | 2,465        | 0.09                      | 1,050        | 0.15                      | 1,665        | 0.47             | 5,180        |

TABLE IV

Projected Land Use--1990

| <u>Land Use Categories</u>  | <u>Brisbane Planning Area</u> |                                      |                             | <u>Sub-Areas Within the Brisbane Planning Area</u> |                  |                               |                |                                      |                               |
|---|-------------------------------|--------------------------------------|-----------------------------|--|------------------|-------------------------------|----------------|--------------------------------------|-------------------------------|
|   | <u>Acres</u>                  | <u>% of Total<br/>Developed Land</u> | <u>Central<br/>Brisbane</u> | <u>South<br/>Hillside</u>                          | <u>Guadalupe</u> | <u>Franciscan<br/>Heights</u> | <u>Hilltop</u> | <u>Bayshore &amp;<br/>Waterfront</u> | <u>San Bruno<br/>Mountain</u> |
| <u>Residential</u>  | <u>712.6</u>                  | <u>22.1</u>                          |                             |  |                  |                               |                |                                      |                               |
| Low Density   | 223.1                         | 6.9                                  | 223.1                       |  |                  |                               |                |                                      |                               |
| Medium Density  | 341.1                         | 10.6                                 | 76.0                        | 50.9   |                  | 27.2                          | 187.0          |                                      |                               |
| High Density  | 148.4                         | 4.6                                  |                             |  | 69.6             |                               | 78.8           |                                      |                               |
| <u>Commercial</u>   | <u>371.4</u>                  | <u>11.5</u>                          |                             |  |                  |                               |                |                                      |                               |
| Retail & Service  | 30.0                          | .9                                   | 12.0                        |  | 2.0              | 2.0                           | 14.0           |                                      |                               |
| Prof.-Admin.-Research   | 235.5                         | 7.3                                  | 11.3                        |  | 9.6              | 5.5                           | 65.1           | 144.0                                |                               |
| Thoroughfare  | 16.9                          | .5                                   | 8.8                         |  |                  |                               |                | 8.1                                  |                               |
| Visitor   | 89.0                          | 2.8                                  |                             |  |                  |                               | 12.5           | 76.5                                 |                               |
| <u>Industrial</u>   | <u>731.9</u>                  | <u>22.7</u>                          |                             |  |                  |                               |                |                                      |                               |
| Industrial Park   | 542.0                         | 16.8                                 | 218.0 <sup>1/</sup>         |  |                  |                               |                | 324.0                                |                               |
| Railroad & Rapid<br>Transit   | 158.3                         | 4.9                                  |                             |  |                  |                               |                | 158.3                                |                               |
| Utility   | 31.6                          | 1.0                                  |                             |  |                  | 31.6                          |                |                                      |                               |
| <u>Public &amp; Quasi-Public</u>  | <u>1,411.1</u>                | <u>43.7</u>                          |                             |  |                  |                               |                |                                      |                               |
| Local Parks   | 137.7                         | 4.3                                  | 15.0                        |  | 8.0              | 2.0                           | 19.7           | 93.0 <sup>2/</sup>                   |                               |
| Regional Parks  | 819.0                         | 25.4                                 |                             |  |                  |                               |                | 120.0                                | 699.0                         |
| Marina  | 92.0                          | 2.8                                  |                             |  |                  |                               |                | 92.0                                 |                               |
| Schools   | 138.5                         | 4.3                                  | 20.7                        |  | 92.8             |                               | 25.0           |                                      |                               |
| Landscaped Greenways, <sup>3/</sup><br>Buffers, or Parkways <sup>3/</sup> | 211.5                         | 6.5                                  | 100.7                       | 28.6   | 7.2              | 5.9                           | 58.1           | 11.0                                 |                               |
| Other Public Uses   | 12.4                          | .4                                   | 4.7                         |  |                  | 1.5                           | 1.0            | 5.2                                  |                               |
| TOTAL DEVELOPED LAND <sup>4/</sup>  | 3,227.0                       | 100.0                                | 690.3                       | 79.5   | 189.2            | 75.7                          | 461.2          | 1,032.1                              | 699.0                         |
| ALL OTHER LAND <sup>5/</sup>  | 801.0                         |                                      |                             |  |                  |                               |                |                                      |                               |
| PLANNING AREA-<br>TOTAL ACRES <sup>6/</sup>                               | 4,028.0                       |                                      |                             |  |                  |                               |                |                                      |                               |

<sup>1/</sup> Crocker Industrial Park at full development.<sup>2/</sup> Lagoon-Park between Bayshore Boulevard and Bayshore Freeway.<sup>3/</sup> Landscaped Greenways, Buffers and Parkways within developed areas; does not include greenways, buffers and parkways adjacent to and along major and secondary thoroughfares, expressways and freeways.<sup>4/</sup> Includes land used for residential and collector streets, easements, and minor public and quasi-public areas.<sup>5/</sup> Includes rights-of-way for major and secondary streets, expressways, freeways and landscaped greenways, buffers and parkways along these streets and highways.<sup>6/</sup> Includes only the land area within the Brisbane Planning Area (including the lagoon and marina water area). Does not include open Bay water area.



TABLE V

Projected Brisbane Population and Housing Densities by Neighborhood

| <u>Neighborhood Area<br/>&amp; Housing Density</u> | <u>Residential Acres<br/>Shown on the<br/>General Plan (1990)</u> | <u>Existing Residential (1964)</u>       |                    |              |                         |                   | <u>Average<br/>Density<br/>DU's/Acre</u> | <u>No. of<br/>Households</u> | <u>Pop./<br/>Hshld.</u> | <u>Gross<br/>Population</u> | <u>Net<br/>Population</u> |
|--|---|--|--------------------|--------------|-------------------------|-------------------|--|------------------------------|-------------------------|-----------------------------|---------------------------|
|  |   | <u>Average<br/>Density<br/>DU's/Acre</u> | <u>No. of DU's</u> |              | <u>Pop./<br/>Hshld.</u> | <u>Population</u> |  |                              |                         |                             |                           |
| <u>Central Brisbane</u>                            | <u>299.1</u>  | <u>10.0</u>                              | <u>1,159</u>       | <u>1,054</u> | <u>2.91</u>             | <u>3,071</u>      | <u>8.8</u>                               | <u>2,635</u>                 | <u>2.92</u>             | <u>7,700</u>                | <u>6,930</u>              |
| Low Density  | 223.1   |  |                    |              |                         |                   | 5  | 1,115                        | 3.5                     | 3,900                       | 3,510                     |
| Medium Density                                     | 76.0  |  |                    |              |                         |                   | 20                                       | 1,520                        | 2.5                     | 3,800                       | 3,420                     |
| <u>South Hillside</u>                              | <u>50.9</u>   | -  | -                  | -            | -                       | -                 | <u>15</u>                                | <u>765</u>                   | <u>2.5</u>              | <u>1,910</u>                | <u>1,720</u>              |
| Medium Density                                     | 50.9  |  |                    |              |                         |                   | 15                                       | 765                          | 2.5                     | 1,910                       | 1,720                     |
| <u>Guadalupe</u>                                   | <u>69.6</u>   | -  | -                  | -            | -                       | -                 | <u>30</u>                                | <u>2,090</u>                 | <u>2.0</u>              | <u>4,180</u>                | <u>3,760</u>              |
| High Density                                       | 69.6  |  |                    |              |                         |                   | 30                                       | 2,090                        | 2.0                     | 4,180                       | 3,760                     |
| <u>Franciscan Heights</u>                          | <u>27.2</u>   | -  | -                  | -            | -                       | -                 | <u>20</u>                                | <u>545</u>                   | <u>2.5</u>              | <u>1,360</u>                | <u>1,225</u>              |
| Medium Density                                     | 27.2  |  |                    |              |                         |                   | 20                                       | 545                          | 2.5                     | 1,360                       | 1,225                     |
| <u>Hilltop</u>                                     | <u>265.8</u>  | -  | -                  | -            | -                       | -                 | <u>23</u>                                | <u>6,105</u>                 | <u>2.3</u>              | <u>14,080</u>               | <u>12,670</u>             |
| Medium Density                                     | 187.0   |  |                    |              |                         |                   | 20                                       | 3,740                        | 2.5                     | 9,350                       | 8,415                     |
| High Density                                       | 78.8  |  |                    |              |                         |                   | 30                                       | 2,365                        | 2.0                     | 4,730                       | 4,255                     |
| TOTAL  | 712.6   | 10.0                                     | 1,159              | 1,054        | 2.91                    | 3,071             | 17.0                                     | 12,140                       | 2.4                     | 29,230                      | 26,305                    |





WILLIAMS, COOK & MOCINE : CITY & REGIONAL PLANNING  
(formerly Williams and Mocine)

Consulting Staff:

Sydney H. Williams

Corwin R. Mocine

Robert W. Cook

Project Leader - Rudolph R. Platzek

Margaret W. Rusche

Mollie J. Godbold

George N. Kinnell

Gloria J. Abbott

David P. Burness

Donald A. Brown\*

Dorothy Hallstrom

---

Base Mapping - Hammon, Jensen & Wallen

Civil Engineers - George S. Nolte Consulting Civil Engineers, Inc.

Governmental Research Consultant - William R. Zion

Aerial Oblique Photographs of Brisbane - Aero Photographers, Inc.

\* former member





U.C. BERKELEY LIBRARIES



C124885569



